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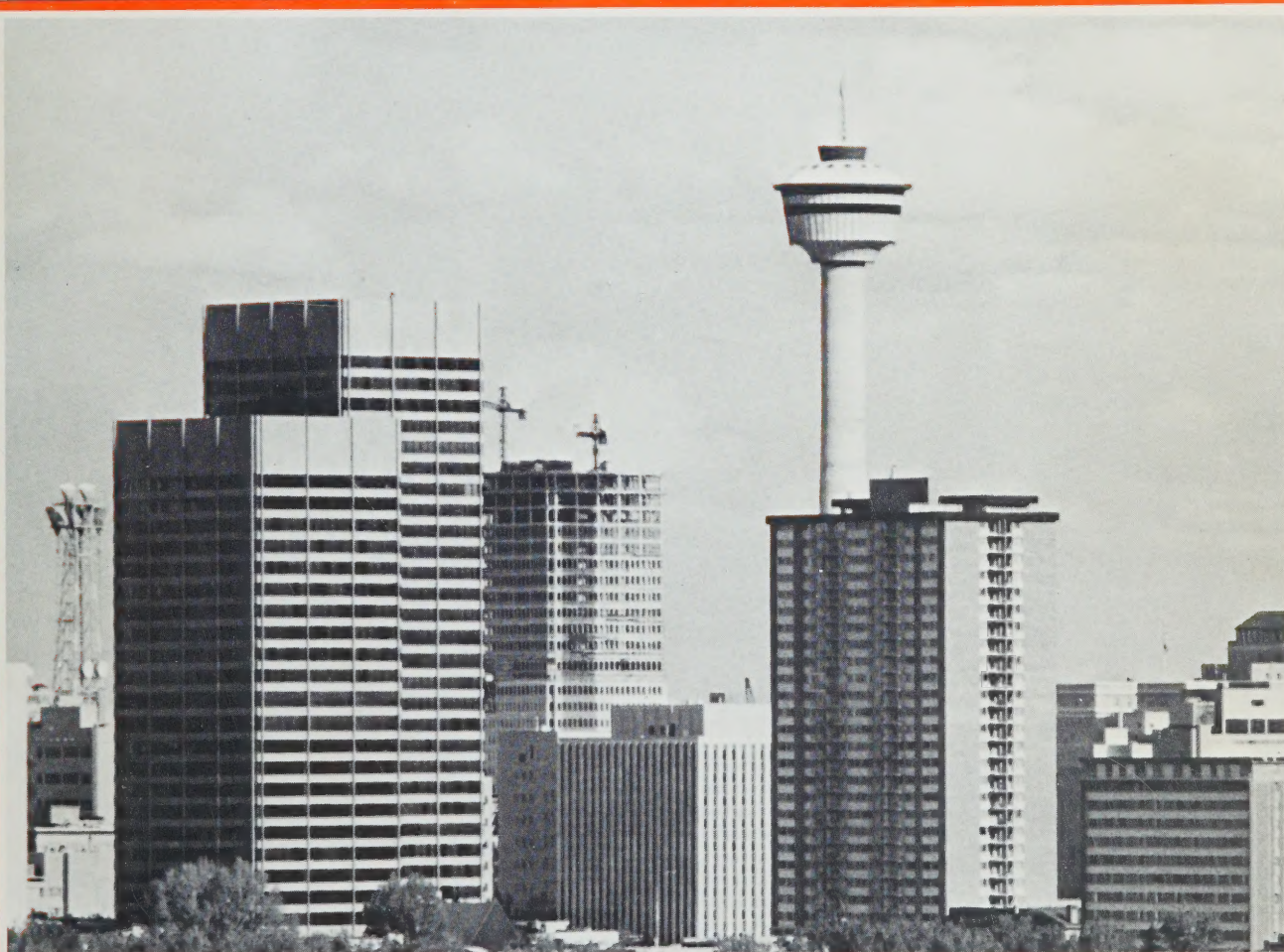
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Government
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Profile: Calgary

The political and administrative
structures of the metropolitan
region of Calgary

André Bernard
Jacques Léveillé
Guy Lord



Ministry of State

Ministère d'État

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The political and administrative structures of
the metropolitan region of Calgary

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Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan region of Calgary, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.


The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier

Assistant Secretary



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Abstract

The policy of annexation pursued by the City of Calgary since the 1960s has created a well integrated metropolitan region. At the same time, by extending its authority over surrounding municipalities, the City has also provided for its own growth requirements.

Although officially part of the Calgary Regional Planning Commission, Calgary has nevertheless managed to maintain the degree of autonomy necessary to determine its own pattern of urban development. Attention thus tends to be focussed on the complex and detailed organization of political and administrative structures within the City itself - especially where land use planning is concerned.

Acknowledgements

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Introduction

The structure of municipal government in Alberta has been established under The Municipal Government Act, 1970, R.S.A. C. 246 and subsequent amendments, which applies to all municipal areas throughout the province. A general arrangement for appointing either municipal commissioners (Council - City Commissioner system), or a city manager (Council - Manager system) to which a council can delegate any or all of its executive and administrative duties and powers, provides the basic structured arrangement in Alberta for interaction between the political - an elected council and mayor - and administrative areas of government.

A series of seven Regional Planning Commissions (R.P.C.) which (See Figure 1 for a map of the R.P.C.s) cover vast areas of the province give the appearance of a metropolitan form of government, similar to that which is found in other provinces of Canada; this, however, is misleading. The R.P.C.s enjoy none of the attributes of metropolitan government: they can neither levy taxes nor own lands. In contrast to municipal councils the members of the R.P.C.s are appointed by those municipal councils to which they have been elected, but are not directly elected as Commission representatives. In the case of Edmonton and Calgary both cities are underrepresented on the R.P.C. in terms of the relative size of their populations, although in both cases the city provides technical support staff to aid the R.P.C. in matters of importance to the respective city.

The R.P.C.s were created in the early 1950's as part of an overall provincial effort to contain and control urban expansion which had resulted from the resumption of urban growth during the early post-war years (See Table 1, Population of Alberta: selected years). The cities were empowered to join with the

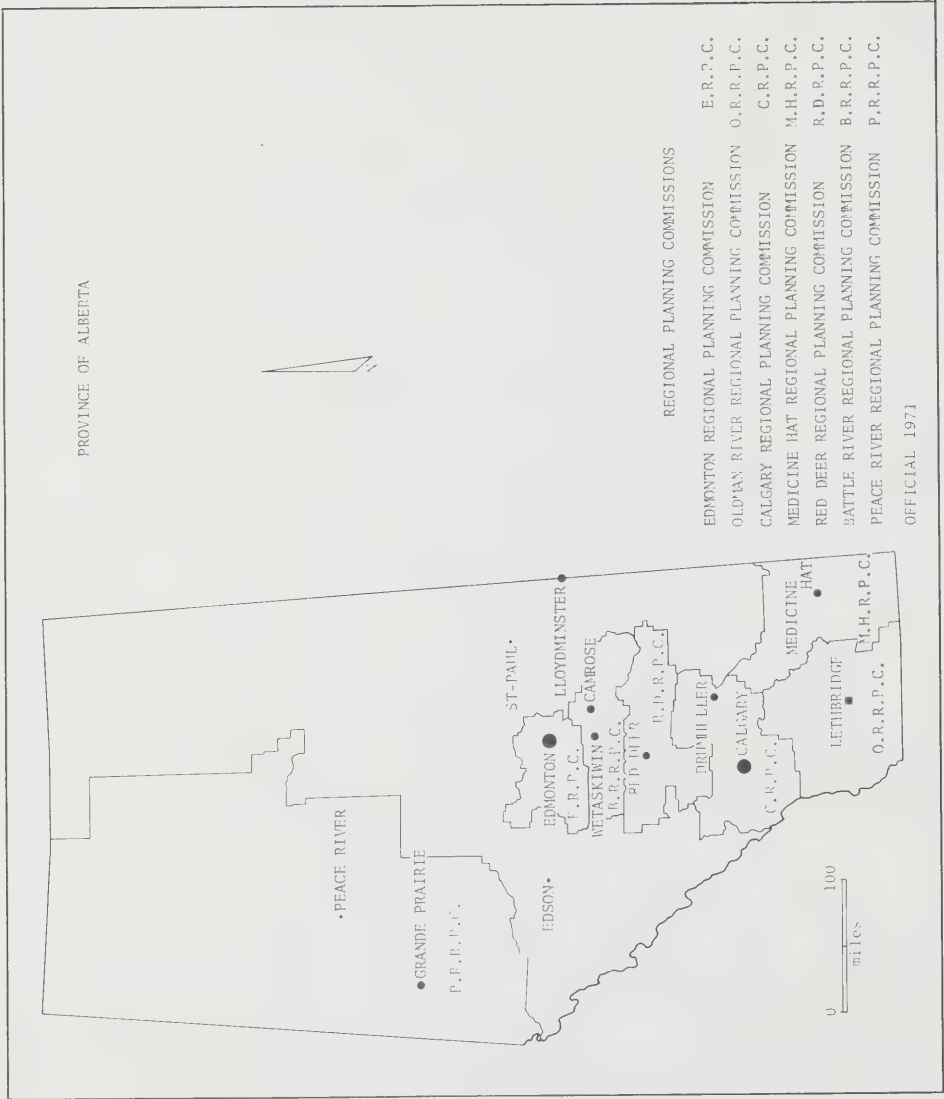


FIGURE 1 MAP OF THE REGIONAL PLANNING COMMISSIONS
IN THE PROVINCE OF ALBERTA

Table 1 Population of Alberta: selected years

Year	Total Population	Rural	% Total	Urban	% Total
1921	588,454	365,550	62.1	222,904	37.9
1931	731,605	453,097	61.9	278,508	38.1
1951	939,501	451,313	48.0	488,188	52.0
1971	1,619,305	399,557	24.7	1,219,748	75.3
1973	1,662,828	386,828	23.3	1,276,000	76.7

fringe municipalities for the purpose of preparing an overall master plan and hence of ensuring that all new development would be subject to uniform control.

The early years of the Commissions were not particularly successful, largely because they acted only in an advisory capacity until 1957. At that time the Provincial government decided to legislate new powers for the R.P.C.s and refine the relationships between them and the city administrators in a two-tier planning structure. This took the form of major amendments to The Town and Rural Planning Act which gave the Regional Planning Commissions authority to formulate and implement a district plan. The R.P.C.'s terms of reference are now found in The Provincial Planning Act 1970, R.S.A. C. 276, Sections 8-14, and subsequent amendments.

The Commissions are responsible for designing a general overall plan for their district which establishes the broad guidelines for land use development, and in accordance to which the municipal plans must be developed. The R.P.C. also supplies planning assistance to those communities without the resources - or on-going need - to establish their own planning departments. Finally, the R.P.C. acts as the approving authority for subdivisions within its district.

In all these matters the relationship of the two principal cities of Edmonton and Calgary to their respective R.P.C.s is both unique and similar. Both cities are of comparable size and hence face problems which are all but unknown in the other eight metropolitan centres, which are classified as cities, but which are considerably smaller. Edmonton and Calgary have adopted a basically similar administrative and political design - the Council-Commissioner system - and while differences exist they can be regarded as having

parallel structures of urban government. Both cities have large and active planning departments, and although planning within each city must conform to the guidelines established by the R.P.C., these are couched in terms so general as to render both cities virtually autonomous and independent within their established boundaries in matters relating to land use, planning, transportation and economic and industrial promotion. Agreement with the R.P.C. must be obtained when the city wishes, after annexation, to alter the land classification of a newly acquired land parcel, or when development within the city, but adjacent to its boundary, is planned. But beyond these restrictions the two cities operate largely as free agents in all matters of land use planning and transportation within their jurisdiction, subject to appeal provisions which are outlined in the text.

In part, this is a consequence of the size of the two cities and the distribution of population within their immediate confines. Through a series of annexations after the second World War, and up through to the mid-sixties, both Edmonton, and particularly Calgary, came to dominate their respective regions. Further, the philosophy governing the growth of these two centres was that a metropolitan area, which is in fact one economic and social unit, can be more effectively and efficiently governed by one central municipal authority rather than by a multiplicity of local governing bodies or through a metropolitan federation of existing towns and cities. This concept was supported in the McNally Commission in 1956 - a provincial Royal Commission on the Metropolitan Development of Calgary and Edmonton - and later in the Hanson Report - a study undertaken for the City of Edmonton in 1967 to search for the best and most appropriate form and size of local government in the Edmonton area.

In a sense the annexations of the early 1960's were more complete for the City of Calgary than for Edmonton, encompassing a large area of raw land and any town or village of any consequence which lay within a reasonable distance of the city's core. On the other hand, Edmonton was left without the industrial area - Refinery Row - immediately east of the present city, or the dormitory centres of St. Albert and Sherwood Park. To a degree Edmonton had also less raw land to accomodate future growth and development within the city. This situation has initiated a proposal for annexation of these areas by Edmonton - outlined in "The Future of This City" - which is now pending before the provincial cabinet.

Both cities however enjoy an independence and autonomy in matters falling within the allotted areas of municipal competence which is absent in other large cities of Canada. Although a proposal for a new Planning Act - "Towards a New Planning Act for Alberta" published in January, 1974, by the Minister of Municipal Affairs - is currently being discussed throughout the province, and could conceivably open up new dimensions for the R.P.C.s. Given the tradition of urban development within the province, it is unlikely that the present dominance of the two principal cities will be challenged by the creation of a metropolitan form of government.

The existing urban structures of Edmonton and Calgary, and their relationship with the R.P.C.s and the Province, have dictated the design for the study of these cities. The first part will be concerned exclusively with a description of the political and administrative structures of the city alone, while the second part will describe both the structures and relationships involved in land use planning and transportation.

A description of the R.P.C.s will be found in Part II of this study.

I The political and administrative structures of the metropolitan region of Calgary

The City of Calgary

1 General information

1.1 Historical background

Calgary began as a N.W.M.P. post in September 1875. Indians came to trade their furs and a small settlement emerged. It was not until 1883, the year in which the first Canadian Pacific Railway train arrived from Winnipeg, that development began in earnest and settlers began to arrive in a steady stream. Calgary was incorporated as a town of 500 in 1884 and as a city in 1893. The great ranching industry prospered with Calgary as one of the largest centres of cattle marketing. A large meat packing industry was also established in the city.

Calgary has been an important distribution centre from the beginning. It has a large and rich agricultural hinterland, and is close to abundant coal deposits. It is served by both the CPR and the CNR whose lines radiate in all directions. The Trans-Canada Highway passes through the city and it is served by four commercial airlines: Air Canada, CP Air, Western Airline International and Pacific Western Airlines.

Calgary wholesalers supply a large area of southern Alberta and eastern British Columbia, and the city is an important financial centre. Its total cheque transactions rank fifth among Canadian cities.

The first industries were closely related to the land: flour mills, meat-packing plants, lumber mills, woodworking plants. There followed a great expansion of industries,

including two oil refineries with a combined daily capacity of 15,500 barrels, a large fertilizer plant, three breweries, an explosives plant, large railroad shops and structural steel plants. There are also extensive stockyards.

The discovery of petroleum and natural gas in the Turner Valley field in 1914 and the finding of crude oil in quantity at Leduc in 1947 have been very important for Calgary, which competes with Edmonton for the title of the oil capital of Canada. The majority of the large Canadian and American oil companies have established their head offices in Calgary and from there carry on their exploratory and drilling programmes over the wide areas of the western plains.

1.2 Population

The population growth pattern of Calgary has reflected the major historical events outlined above, as well as coinciding proportionately with periods of economic boom and relative recession. The great influx of settlers during the early years of this century, up to 1914, pushed the population to approximately 50,000 by the outbreak of the First World War. The population of Calgary in 1972 amounted to 412,777 (See Table 2 on Calgary's population).

1.3 Area

Calgary underwent a series of boundary extensions between 1961 and 1964 with the entire urban area becoming incorporated into the city, including a huge fringe tract of raw land. The area of corporate Calgary today is 155.8 square miles. (See Figure 2, Map of Calgary.)

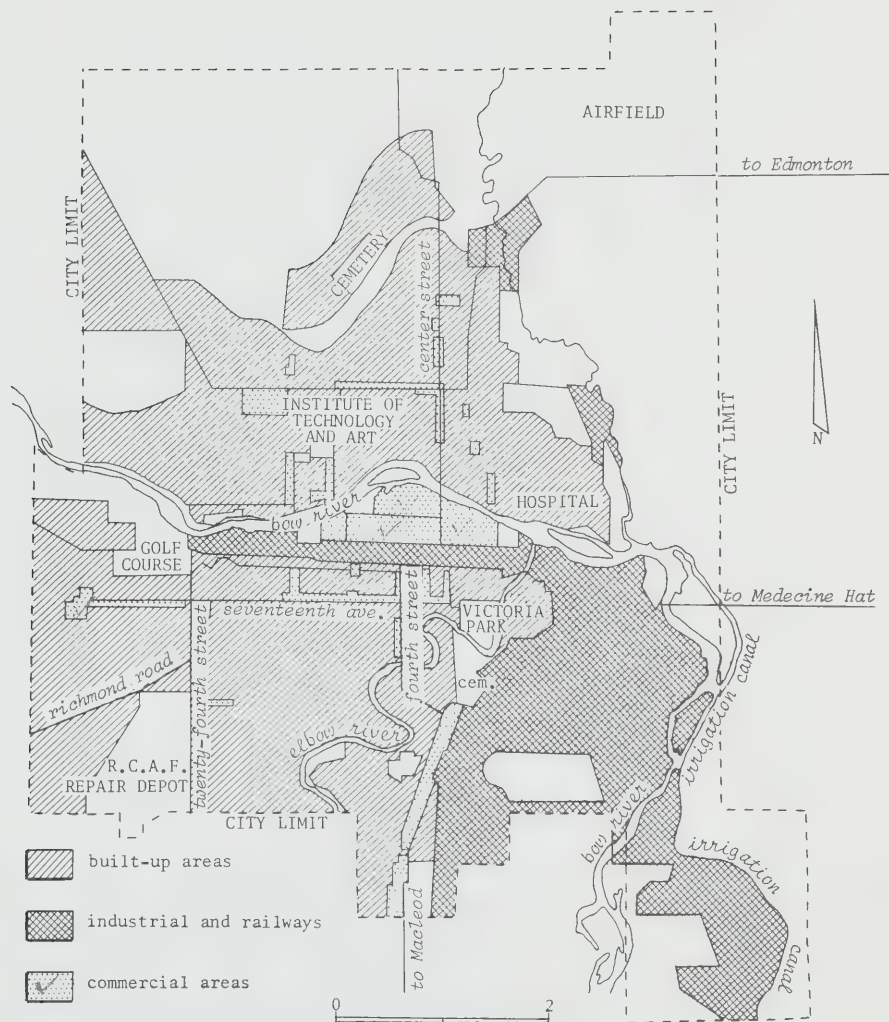


FIGURE 2 MAP OF THE CITY OF CALGARY

Table 2 Population in selected years

Year	Population
1884	506
1891	3,876
1901	4,091
1911	43,704
1921	63,305
1931	86,761
1941	88,904
1951	129,060
1961	249,641
1966	330,515
1971	398,034
1972	412,777

Source: Municipal Manual, Calgary, Alberta, 1972.

1.4 Provincial Acts relating to the City of Calgary

The City of Calgary is now governed by The Municipal Government Act, 1970, R.S.A. C. 246 with amendments up to May 1973.

The former Calgary Charter was repealed by Chapter 68 of The Municipal Act, 1968, with the exception of certain provisions which are indicated by Section 427 of The Municipal Government Act.

Three other major pieces of provincial legislation are of particular relevance to the City of Calgary:

- The Municipal Election Act, 1970, R.S.A. C. 245
- The Planning Act, 1970, R.S.A. C. 276
- The City Transportation Act, 1970, R.S.A. C. 47

Those will be referred to at the approximate and relevant sections of the text.

1.5 Relationships with other municipalities

The size and extent of the City of Calgary greatly reduce its need for ongoing relationships with other municipalities. Like Edmonton, Calgary has no specific regional and metropolitan government such as those in Montreal and Toronto. Ad hoc relationships with a number of the neighbouring municipalities and hamlets are maintained through organizations such as school boards, hospital boards, utilities and city departments.

Ad hoc relationships with other municipalities and specific departments of the provincial government are also maintained. These tend to be of an informal nature and perhaps are more important than the formal committees, although such intangibles as the nature of an issue and the compatibility

of personalities involved, are important factors which must be considered.

A number of provincial departments are involved with municipal matters, although this involvement is curtailed on issues which are directly related to the two principal centres of Edmonton and Calgary. It would be misleading to suggest that either a department, or a committee, which appears to be a potential agency for the cooperation and coordination of urban problems, has very much impact on the decision-making apparatus of these two cities.

The likely contenders, as far as provincial departments are concerned with urban issues affecting Calgary, are the following:

The Municipal Affairs Department, which has a Planning Branch and whose Minister chairs the Cabinet Committee on Metropolitan Affairs as well as the Provincial-Municipal Advisory Committee (see Part II, Section 3.2.2), has little direct impact on the City of Calgary. Any influence which is exerted tends to be of an informal nature.

The Department of Highways and Transport concerns itself with matters involving Calgary through an informal and highly personal arrangement. No apparent structures exist in this Department to ensure ongoing coordination and cooperation between the transportation policies of Calgary and its adjacent municipalities.

The role of the Calgary Regional Planning Commission (see Part II, Section 2) is to serve as an arena for discussion between the city and the outlying municipalities, but for important ongoing matters the city deals directly, and in an informal manner, with the municipality concerned.

The geographic extent of Calgary and the nature of the population distribution, combined with a strong unitary tradition for urban government in Alberta, have created a city which is autonomous and independent - if not aloof - from its immediate, mostly undeveloped surroundings.

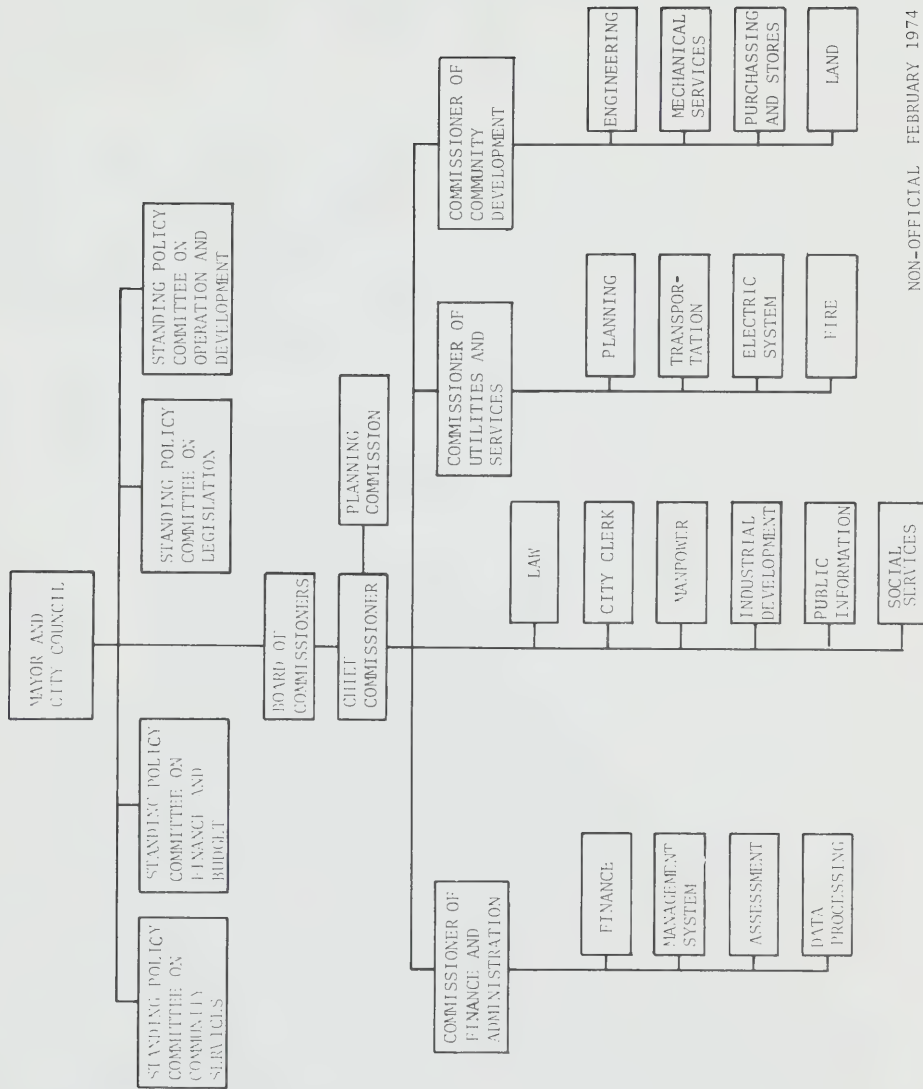


FIGURE 3 CITY OF CALGARY
POLITICAL AND ADMINISTRATIVE ORGANIZATION CHART

2 Political structures

2.1 A Council - Board of Commissioners System of Local Government (See Figure 3 for overall organization chart of the City of Calgary).

The Council is composed of the Mayor, elected by the entire electorate, and twelve Aldermen, each serving a three year term. Civic elections are held every three years with all members being elected at the same time. The City is divided into six wards, with each ward being represented by two Aldermen.

The Board of Commissioners is the executive body responsible for the general management, direction and control of the City's administrative organization, subject to the policy direction of Council. Under the Chief Commissioner who serves as Chairman of the Board, are the Commissioners of Community Development, Finance and Administration and Utilities and Services. Appointments for the Commissioners are made by City Council for an unspecified time. Each Commissioner is responsible for the organization and operation of certain civic departments.

2.2 Eligibility regulations for the Council

2.2.1 Eligibility to vote

All persons of the full age of 18 years are qualified to vote for Mayor, Aldermen and School Trustees (a) whose names are on the assessment roll in respect of land or business liable to taxation, (b) who, though not taxpayers, are Canadian citizens or British subjects and have resided in

the City for twelve months immediately preceding the election, although this appears likely to be reduced to six months. (The Municipal Election Act, 1970, R.S.A. C. 245, Section 34, and subsequent amendments).

2.2.2 Qualifications for Mayor and Councillors

These qualifications are outlined in Sections 10 - 12 of The Municipal Election Act, and Section 29 of The Municipal Government Act, they include:

- (i) ability to read and write English;
- (ii) being a Canadian citizen or British subject;
- (iii) being of the age at least of 18 years;
- (iv) being resident of the City for the past twelve months;
- (v) not being disqualified by special provisions of the Act, which, among other things, excludes judges of any court of civil jurisdiction, sheriff, deputy sheriff, goaler, constable, assessor, auditor, all persons on the City payroll, persons in business with the City, and all persons indebted to the City.

2.2.3 Election procedures

Election procedures are described in The Municipal Election Act, Sections 48 - 156. Civic elections are held every three years with all members of Council being elected at the same time. Nomination day is the third Wednesday in September and the election follows on the fourth Wednesday thereafter.

At the present time no political party is operating in Calgary.

2.3 The Council

2.3.1 Composition

The Council is composed of a Mayor and twelve Aldermen. The Mayor presides at all Council meetings, except in the Mayor's absence when a Deputy Mayor presides. In October of each year Council accepts the City Clerk's list of proposed Deputy Mayors for each of the twelve successive months. Each month, Council, by resolution, appoints the designated Alderman from the list for this position. In the absence of the Deputy Mayor the person next in line assumes the position.

The Mayor, when present, and every councillor present, must vote on every matter. If they refuse it is regarded as a negative vote; any abstention must be declared and reasons provided.

2.3.2 Meetings

Regular meetings of Council are held in the Council chambers on the fourth Monday of every month for all business of Council other than holding of public hearings under The Planning Act. The Mayor may call special Council meetings provided written notice is given to all members at least twenty-four hours in advance, but he must call a special meeting if he has a written request from a majority of the Council members. (Sec. 41.1 of The Municipal Government Act).

2.3.3 Procedures

The Council functions as a legislative body and, through the adoption of by-laws, acts for the corporate body of Calgary, exercising all powers vested in this corporation. Under The Municipal Government Act, Part 5, Sec. 104-6., Council passes, as soon as practicable in each year, a detailed estimate of the probable expenditures of the City for the year as well as an estimate of probable revenues from all sources other than property tax. Land and improvement taxes to the amount required to match the expenditures, minus estimated revenues, are determined by Council after it approves the initial estimates of departments and boards.

The Council works in plenary sessions and in committee. Council committees have no executive character, but perform preparatory work for Council meetings. Through its delegated members, and through authorized employees of the administration, Council participates in the work of various bodies which perform executive or advisory duties of varying nature and purpose.

2.3.4 Powers

The Council exercises the powers of the municipal corporation and is ultimately responsible for the policies of the corporation, for the execution of those policies and for the administration of all the affairs of the City. However, by the establishment of the Council-Board of Commissioners system, the Council is in a position to restrict its participation primarily to matters of policy.

The Council executes control over the performance of the executive (the Boards and Administration) through its own judgement, through the power of enquiry vested in all its members, through special committees and commissions which may be created, and through the help of the City Auditors who audit in the name of Council all City accounts and documents and issue yearly statements of this audit.

The Council may provide for the submission to the electors or proprietary electors of any municipal question or plebiscite over which Council has jurisdiction.

The Council of the City of Calgary is responsible for the maintenance and operation of a number of very large public utilities and other operations which are owned by the City. These include: the Electric System, Glenmore Dam and Waterworks System, Transit System, Children's Health Clinics, Municipal Libraries, Municipal Golf Courses, Municipal Stadiums, Sports Fields, Arenas, Swimming Pools and Planetariums, Parks System, Sewage Disposal Plant and Sewage System, Asphalt Paving Plant, General Hospital, Civic Garage, and Ambulance Service.

2.4 Committees of the Council

Section 43 of The Municipal Government Act provides Council with the powers to appoint standing or special committees consisting of one or more of its members and may delegate to any such committee:

- a) any matter for consideration or enquiry; and
- b) any of the duties and powers imposed and conferred upon Council by The Municipal Government Act except the powers,
 - (i) to borrow money, or
 - (ii) to pass a by-law, or
 - (iii) to enter into a contract.

However, Committees may deal only with those matters referred to them by Council. They have no power to act, only power to make recommendations to Council.

To facilitate a better understanding of the Committee system as it operates in Calgary's City Council, four distinct varieties of organization can be identified:

- (1) Standing Policy Committees - See below Sec. 2.4.1
- (2) Special Committees - See below Sec. 2.4.2
- (3) Sub-Committees - See below Sec. 2.4.3
- (4) Statutory Committees, Boards and Commissions -
See below Sec. 4.2

2.4.1 Standing Policy Committees

2.4.1.1 General

The features of the Council-commissioner system as it concerns the operations of Council, is based on the creation of a small number of Standing Policy Committees of the Council to discuss and consider matters of policy and to report to Council. The key to the efficient working of such a committee system will lie, in the final analysis, in the Mayor's concept of his role.

The Council does not delegate or assign administrative powers and duties to the Standing Policy Committees.

In accordance with the provisions of Sections 7 and 8 of the Procedure By-Law (By-Law 5720), the Council of the City of Calgary has created four Standing Policy Committees with the following functions:

(a) Finance and Budget

The Finance and Budget committee also meets as the Lands Committee (See Section 2.3.2.4) and Audit Committee (See Section 2.4.2.3) at its own discretion. Essentially this Committee is concerned with the administration and financing of the various civic programs - Calgary operates under a P.P.B. system - and current and long-range planning. (See Section 3.3.1.3).

(b) Community Services

This committee is concerned with the services provided by the City including: health, social services, relocation of persons affected by urban renewal schemes, parks and recreation.

(c) Operations and Development

This committee is concerned with the construction, operation, development and planning of the physical facilities of the City.

(d) Legislation

This committee is responsible for considering and recommending to the Council the enactment of new City by-laws and representations concerning desirable changes in legislation enacted by the Government of Canada and the Province of Alberta.

2.4.1.2 Functions

The four Standing Policy Committees study, report, formulate and recommend to Council on matters within their jurisdiction. To perform these functions, the Committees may appoint

subcommittees (See Section 2.4.3) as necessary and recommend appointments to such other committees or boards required by City by-laws, agreements or Provincial Statutes and regulations which comes within the scope of its responsibilities (See Section 4.2).

2.4.1.3 Members

Each Standing Policy Committee has six Aldermen (each Alderman sits on two committees), the Mayor, ex-officio, and the commissioner most closely involved with the topic to be discussed. This may necessitate the appearance of more than one commissioner. From time to time, commissioners attend in an advisory capacity and while they may contribute to the discussion and count in establishing a quorum, they may not vote (See Table 3 for membership).

2.4.1.4 Powers

The powers delegated to the Standing Policy Committees do not infringe upon the executive and administrative powers and responsibilities of the Board of Commissions, which continues to be accountable to Council only.

The Standing Policy Committees act as the vehicle through which the administration reports to Council, although they are primarily concerned with an advisory and consultative role to the Council. However, if a matter is urgent or one which has been requested specifically from Council, it will be referred directly to Council, and if Council is asked for a report, it will then refer the matter to the Board of Commissioners.

2.4.1.5 Meetings

Normally, Standing Policy Committees meet on the Monday, two weeks subsequent to the regular Council meeting, or as decided by Council on resolution and/or the Committees themselves.

2.4.2 Special Committees of the City Council

Subject to the provisions of The Municipal Government Act Council may appoint such Special Committees as are necessary or expedient for the orderly and efficient handling of the affairs of the City.

The Committees may be composed of varying members and include members of Council, employees of the City Administration and the public at large. These Committees must act for and report to Council as required. At the present time the following would fall under this category of Special Committees: Council- School Boards Liaison Committee, and Scholarship Committee.

However, other Committees which are neither Standing Policy Committees nor sub-committees of the Policy Committees can be somewhat arbitrarily fitted under the category of Special Committees. Since they have, for the most part, rather narrow - but important - terms of reference, and are composed of members of councils rather than the public, each will be described separately.

2.4.2.1 The Agenda Committee

Functions: To determine the agenda for the Council and the Planning meeting of Council.

Members: The Mayor, Chief Commissioner, and Chairmen of the four Policy Committees.

Powers: An important Committee in that it has final control over the items discussed at Council.

Meetings: Regularly meets twice each month on the Tuesday prior to the meeting of Council and the Planning meeting of Council.

2.4.2.2 Nominating Committee

Functions: To recommend appointments to the sub-committees, Boards and Commissions (See Section 4.2).

Members: The Mayor and the Chairmen of the four Policy Committees.

Meetings: When required.

2.4.2.3 Audit Committee

Functions: To work with the External Auditors in undertaking a technical and financial review of the City's audit.

Members: The same as the Standing Policy Committee on Finance and Budget and the Commissioner of Finance and Administration when required.

Meetings: When required.

Powers: To examine all reserve funds established by the City and advise as to the format for the Annual Report. To review recommendations of a confidential nature from the External Auditors.

2.4.2.4 City Lands Committee

Functions: To act in an advisory capacity to the Commissioners and Council in connection with all City Lands and buildings owned and administered by the City.

Members: The Standing Policy Committee on Finance and Budget has been designated as the City's Lands Committee.

Meetings: When required.

Powers: Charged with the duties of investigating all aspects of any land policy decided upon by the Council.

2.4.3 Sub-committees

The City of Calgary has made great use of sub-committees and while the Procedural By-Law No. 5720 specifies that each of the four Standing Policy Committees may appoint "such sub-committees as it considers necessary and shall designate the duties, powers and responsibilities of the sub-committees it appoints", few of the sub-committees have been established following this procedure. Council and the Nominating Committee have created practically all of the existing sub-committees.

Each of the sub-committees studies and reports on its deliberations, formulates and recommends policy to a specific Standing Policy Committee, or to Council, on matters falling within the respective sub-committees' duties and responsibilities.

Membership of a sub-committee, as determined by the Nominating Committee, consists of Aldermen and when needed, outside members.

The following sub-committees are presently in existence, (the parenthesis indicates the Standing Policy Committee through which the sub-committee reports);

- (i) 1975 Centennial Committee (Finance and Budget);
- (ii) Emergency Measures Organization Control Committee
(Community Services);
- (iii) Gas and Power Committee (Operations and Development);
- (iv) Special Coordinating Housing Committee
(Finance and Budget);
- (v) Industrial Expansion Committee (Operations and
Development);
- (vi) Pollution Committee (Operations and Development).

2.5 The Mayor

2.5.1 Term of office

The Mayor is elected for a three year term to hold office and may stand for reelection for an unlimited number of terms.

2.5.2 Election

The Municipal Election Act states that in a City the Mayor shall be elected by the vote of the electors of the entire municipality.

2.5.3 Powers

The Mayor is the head of Council, a member, ex-officio of each of four Standing Policy Committees, and an ex-officio member of the Board of Commissioners. As Chairman of the Council, the Mayor must vacate the Chair when he wishes to participate in the debate. As a member of the Agenda Committee, the Mayor has some control over the items presented for discussion before the Council. The personality of the incumbent will clearly influence the scope and extent of the powers of this office.

2.5.4 Duties

The duties of the Mayor are outlined in Section 48 of The Municipal Government Act. They include:

- (i) As chief officer of the municipality, the Mayor shall:
 - (a) preside at all meetings of the Council whenever he is present;
 - (b) cause the laws governing the municipality to be executed;
 - (c) supervise and inspect the conduct of all officials of the municipality in the performance of their duties.

- (ii) The Mayor is ex-officio member of all boards, associations, commissions, committees or other organizations to which Council has the right to appoint members under The Municipal Government Act. The Mayor, when in attendance, possesses all the rights, privileges, powers and duties of other members, whether elected or appointed. Further priorities for the Mayor, as civic leader, are the important issues of the community; the matters of major public discussion and debate; the relationships between the City of Calgary and the governments of Alberta and Canada, and the local boards and commissions, and the neighbouring municipalities. As the City's first citizen, the Mayor is involved in those social and ceremonial duties necessitated by his official position.

3 Administrative structures

3.1 General structures

Calgary has a Council-Board of Commissioners system of Civic government. (See Figure 3 City of Calgary Political and Administrative Organizational Chart). Sections 87 to 93 of The Municipal Government Act provide for the appointment of the City Commissioners, and describe their duties and powers (See Table 4 for the names of Senior administrative staff).

3.2 The Board of Commissioners

3.2.1 General

As outlined in The Municipal Government Act, the Chief Commissioner is the principal administrative officer for the City of Calgary. There are three additional Commissioners, all appointed by Council.

3.2.2 Composition

The Board of Commissioners comprises the Mayor, an ex officio member, and four full-time trained and experienced officers: the Chief Commissioner who is Chairman, the Commissioner of Community Development, the Commissioner of Finance and Administration, and the Commissioner of Utilities and Services. An Assistant Commissioner or Assistant Commissioners may from time to time be appointed by by-law, although presently these posts are not filled.

Any two Commissioners shall constitute a quorum at any meeting of the Board of Commissioners.

3.2.3 Powers and duties

The Board is responsible for the general management, direction and control of the City's administrative organization, subject to the policy direction of Council. The Board carries out the executive and administrative duties of Council. The members of the Board are jointly responsible for the general administration of the City, but for purposes of supervision and internal administration within departments, each Commissioner is responsible for the organization and operation of certain specified departments.

The Commissioners, unless specifically excluded, attend all meetings of Council, including public hearings in connection with zoning matters, and when required, all meetings of boards, committees or commissions appointed by Council, with the obligation to advise, and the right to participate in the discussions. A Commissioner never enjoys the right to vote on a matter except when, by by-law or resolution of Council, a Commissioner has been specifically appointed to a particular committee or board.

3.2.4 Procedures

The Board of Commissioners shall meet for the transaction of business when directed by the Chairman.

The Board shall appoint a secretary who shall keep accurate minutes of all formal meetings and proceedings of the Board.

A direction, act or decision of the Board which is recorded in the minutes of a meeting at which a quorum was present or which is signed by two Commissioners shall be deemed to be an act, direction or decision of the entire Board.

Most of the affairs of the Board originate as reports or recommendations from the heads of Departments. Departmental directives and recommendations proceed from the Department

head to the responsible Commissioner and then before the Board which usually directs them to a specific Standing Policy Committee of Council or, in case of urgency, directly to Council.

3.2.5 Decisions of the Board

The powers of the Board are exercised by a majority of the members. Decisions are binding on each member. Decisions are usually unanimous because they are not taken until a consensus has been achieved. Occasionally, a member may withhold his vote. A minority report from a Commissioner has never occurred.

3.2.6 Council-Commission relationships

The Council is ultimately responsible for policy and administration. However, because of the "sheer pressure of business", the Council has delegated its administrative powers and duties to the Board of Commissioners to be exercised according to the policies and directions of the Council. Since policy and administration cannot be separated, it is necessary, in the formulation of policy by the Council and its implementation by the Board of Commissioners, that the axiom "policy begets administration and administration begets policy" be recognized as an important factor by both parties.

Hence, a close working relationship has been established between the Council, as the policy-making body, and the Board of Commissioners, as the Council's administrative agency. There is also much informal contact between Aldermen and Commissioners.

While the Board of Commissioners does not possess the power to adopt a policy, the Board does have a responsibility to initiate policies, with a clear statement of the reasons (pro and con) for the policies. Conversely, it is a duty of the Councillors to suggest likely policies and to request

the Commissioners to identify the pros and cons and to study the administrative feasibility of the idea suggested.

3.2.7 The Chief Commissioner

The Chief Commissioner has two prime roles:

- the maintenance of an effective liaison between the Mayor, the Councillors and the Commissioners;
- the leadership and coordination of the work of the Commissioners and officers.

The Chief Commissioner exercises leadership and coordinates the overall objectives of the City between department chiefs and members of Council.

The relationship between Mayor and Chief Commissioner is extremely important at all times. The Chief Commissioner strives to assist and to advise the Mayor in his roles as the leader of the Council and as leader of the community.

The Chief Commissioner as a member of the Agenda Committee (See Section 2.4.2.1) plays an important role in determining the issues which will be placed before Council for discussion.

The Chief Commissioner is the Chairman of the Board of Commissioners. He is authorized to speak to the Council concerning any matter which, in his opinion, should be brought to the Council's attention.

While the Chief Commissioner is only one member of the Board of Commissioners and, in spite of the Board's corporate nature and the concept that the Board's decisions be by consensus, the Chief Commissioner exercises the duties of a Chief Administrative Officer of the municipal corporation. And he ensures that the Council's policies and programmes are being carried out by the other Commissioners and the heads of the departments.

3.2.8 The Commissioners

- (a) In Calgary, in addition to the Chief Commissioner, there are three Commissioners, each appointed by the Council to be a member of the Board of Commissioners and to participate in the exercise by the Board of its powers and duties. A Commissioner is assigned by the Board, with the Council's approval, responsibility for certain specific aspects of the Board's duties, usually by department, within a specified function - i.e., environment, finance, public works, social services, etc.
- (b) The heads of departments report to the Board through the responsible and accountable Commissioner.
- (c) A Commissioner is a trained and experienced municipal officer. Frequently, he has been a senior officer of the municipality prior to his appointment as a Commissioner.

3.3 The Departments

3.3.1 General

The City Council has recently - February 18, 1974 - reorganized the departmental structure of Calgary. There are now 19 departments, as well as several utilities and services and several Boards and Commissions.

The head of each City department reports to the Board of Commissioners through the responsible and accountable Commissioner.

The heads of departments are appointed by Council on the recommendation of the Board of Commissioners. Department heads are responsible to the Commissioner and to the Board for the recommendations arising out of the operations of their departments and for advising the Board, and the Council if necessary, with regard to them.

The following departmental breakdown is organized under the respective Commissioners beginning with the Chief Commissioner and reflects the organizational changes of February 18, 1974.

3.3.1.1 Staff

On January 25, 1974 there were 5,786 established positions in the City of Calgary administration, excluding teachers employed by the Calgary Public and Separate School Boards, but including wage-earners employed by the City-owned utilities. This represents an increase from a year earlier when 5,482 positions were established. (See Table 5 for staff breakdown by department).

3.3.1.2 Budget

Calgary has a budget prepared according to the Planning Programming and Budgeting System (P.P.B.S.) which makes the presentation of the City's estimates for each department impossible to present. One should note that Calgary first adopted the P.P.B. System in 1971. A breakdown of the major programme areas is provided in Table 6, Mill-rate supported Revenues and Expenditures.

3.3.2 The Chief Commissioner

The following departments report to the Chief Commissioner:

- The City Clerk
- Industrial Development
- Law
- Manpower
- Public Information
- Social Services

3.3.2.1 Commissioners' Department

Duties: An administrative and executive function with responsibilities for implementing the will of Council and providing administrative leadership to all departments.

This Department has very broad objectives for developing, refining and presenting all new concepts for the consideration of Council.

It is the nucleus which acts to meet the challenges of all City operations.

Organization and staff: This Department is headed by the Secretary of the Board of Commissioners. In January 1974, it had a permanent staff of 38.

3.3.2.2 The City Clerk

Duties: The City Clerk is responsible for recording all the resolutions, decisions and other proceedings of the Council, including requested records of votes, reports acted upon by Council, by-laws, and all minutes of the proceedings of the Council. He is also responsible for preparing the electoral list and for carrying out all the support services necessary to the running of the civic elections.

Staff: January, 1974 - 15.

3.3.2.3 Industrial development

Duties: To generate added employment and business opportunities for Calgary by attracting industrial and commercial investment and tourism to the City.

Staff: January, 1974 - 6.

3.3.2.4 Law

Duties: To provide legal advice to Council and the Chief Commissioner and to all departments of the City of Calgary.

Prepare legal documents. Represent the City in litigation or hearings. Investigate and settle claims for damages either on behalf of or against the City, its officers or employees.
Staff: January, 1974 - 29.

3.3.2.5 Manpower

Duties: Basically, the function of a Personnel Department in providing services that will procure, maintain, develop and retain staff that will accomplish the work of the City.
Staff: January, 1974 - 45.

3.3.2.6 Public information

Duties: To inform the public about Calgary and, in particular, about the activities of the Corporate City of Calgary.

To assist citizens to achieve liaison with City Hall and assist civic departments in achieving an awareness of public response and concern about programmes undertaken.

To enlarge the flow of civic and community information locally, nationally and internationally.

Staff: January, 1974 - 20.

3.3.2.7 Social Services

Duties: To provide effective direction, co-ordination of effort, resources and manpower for the various Social Services, including the social assistance programme which provides an income comparable to the 1969 poverty line as established by the Economic Council of Canada (a series of programmes aimed at reducing social and economic hardships and promoting human betterment).

Staff: January, 1974 - 212.

3.3.3 Commissioner of Utilities

The following departments report directly to the Commissioner of Utilities:

- Electric system
- Fire
- Planning
- Transportation

The Commissioner of Utilities reports directly to the Chief Commissioner. He is responsible for the activities of over 2,000 City employees distributed over the four departments outlined below.

3.3.3.1 Electric system

Duties: To maintain the electrical network system, to minimize customer source interruption, and to derive maximum use of the assets through a preventive maintenance program for the City.

Staff: January, 1974 - 400.

3.3.3.2 Fire

Duties: To provide the maximum level of fire and emergency services for the protection of lives and property.

Staff: January, 1974 - 794.

3.3.3.3 Planning Department

Duties: To provide the plans and analysis for the most rational and equitable distribution of land use and structures based on social, health, safety, environment and economic criteria in the best interests of the majority of citizens (See Part II, Section 1.1.2 for a more complete description).

Staff: January, 1974 - 129.

3.3.3.4 Transportation

Duties: The operation and maintenance of an efficient and effective urban transportation system and the planning for the future transportation needs of the City (See Part II, 3.3.1 for a more complete description).

Staff: January, 1974 - 841.

3.3.4 Commissioner of Finance

The following departments report directly to the Commissioner of Finance:

- Assessment
- Data Processing
- Finance
- Management Systems Development

Since the introduction of P.P.B.S., the Commissioner of Finance has been involved with longer term capital forecasting which has resulted in improved departmental planning.

3.3.4.1 Assessment

Duties: To raise the funds necessary for basic municipal services and to equitably distribute the costs of these services among the various taxpayers through taxation within prescribed statutes and regulations; to attain public compliance with the licence by-law and collect prescribed fees.

Staff: January, 1974 - 45.

3.3.4.2 Data Processing

Duties: Carries out the budgeting function for the City of Calgary. It develops budgets, measures, procedures and reports to meet the budgetary and financial needs of the City.

Staff: January, 1974 - 98.

3.3.4.3 Finance

Duties: Measures and describes the financial resources of the City corporate in order to advise and assist the Civic Administration to optimize the benefits from the expenditure of these resources. It provides the financial controls, reports, advice and services required by the political and administrative officials of the City.

3.3.4.4. Management Systems Development

Duties: The development, co-ordination and implementation of systems, operations research techniques and graphic presentation standards in support of the current and capital programs of the City of Calgary.

Staff: January, 1974 - 24.

3.3.5 Commissioner of Community Development

The following departments report directly to the Commissioner of Community Development:

- Engineering
- Mechanical Services
- Purchasing and Stores
- Parks and Recreation
- Land

3.3.5.1 Engineering

Duties: Responsible for the planning, construction and maintenance of all engineering projects within the City, including the design and construction of City buildings, sanitation, sewers, street construction, urban development and waterworks, as well as plumbing, carpentry and painting services for the maintenance, repair and renovations of City buildings.

Staff: January, 1974 - 1,133.

3.3.5.2 Mechanical Services

Duties: To select and specify vehicles/equipment to meet user departments' requirements and to provide related engineering services including technical guidance with respect to new methods, developments and safety and pollution control requirements.

Staff: January, 1974 - 203.

3.3.5.3 Purchasing and Stores

Duties: Provides purchasing services for all departments of the City as well as the accounting control of inventories. This includes tendering, ordering, expediting, sale of scrap and surplus for the entire City.

Staff: January, 1974 - 30.

3.3.5.4 Parks and Recreation

Duties: This Department is responsible for operating and maintaining the Planetarium, Heritage Park, the City Zoo, the greenhouse and nursery as well as constructing new park and recreation facilities to aid in the physical and mental well-being of the citizens of Calgary during their leisure time. This Department, apart from providing the necessary physical facilities to meet this objective, is responsible for the provision of leadership and recreational programmes.

Staff: January, 1974 - 127.

3.3.5.5 Land

Duties: This Department develops and services City-owned inventory land for resale as industrial, commercial and residential sites not only to satisfy anticipated market demands, but also to establish a reasonable inventory of marketable land.

Staff: January, 1974 - 38.

4 Semi-public associations, advisory committees, special authorities, boards and commissions

4.1 General

There exists a large number of various kinds of semi-public associations, advisory committees, special authorities, boards and commissions, whose role and purpose differ from that of an appellant jurisdiction to an advisory capacity. Of those described, only two consist of representatives elected specifically for a particular board - the Public and Separate School Boards - and while all others have at least some of their members appointed by Council, other categories of classification are more important for a complete understanding of their position and role.

Under Sections 2.4.2 and 2.4.3 the classification of Special Committee and sub-Committee was utilized to identify certain committee hybrids which would not be easily fitted under the Standing Policy Committee: the somewhat arbitrary nature of that classification procedure unfortunately will apply to many cases in the listing below. In part, this reflects the procedures which the Calgary Council has employed in establishing committees, boards, commissions, etc., required by provincial regulation, by agreement or by by-law, as well as in the appointment of City representatives to them. The Procedural By-Law is followed more in the breach than in practice.

The following categories will be utilized:

- Boards to which representatives are directly elected (See 4.2).
- Advisory Committees of a mixed representation (formal representation of elected people and

formal representation of electors - prominent or knowledgeable citizens) to which Council (Nominating Committee, Section 2.4.2.2) makes appointments and which report either directly to Council or through a specific Standing Policy Committee (See 4.3)

- Committees, Boards, Commissions, etc. established under provincial legislation, by agreement, by Council resolution or City by-law. When it is necessary to report to Council this is done through the Agenda Committee (See Section 2.4.2.1 and Section 4.4).

4.2 Separate and Public School Boards

Duties: Under the provision of The Education Act, two separate School Boards have been established. Each forms a separate self-governing body, completely independent of City Council and subject only to partial control by the Provincial Government. Each School Board shall provide education, erect and maintain buildings and equipment for educational purposes.

Functioning: One School Board has been created for the schooling of children whose parents declare themselves Roman Catholic or Ukrainian Catholic (Separate School System), and the other for the schooling of all other children (Public School System).

The only relationship between these two self-governments and the City Council is that the Municipal Government is obliged to impose taxes needed by the School Boards and to collect these taxes, together with those for the Municipality.

The schools are administered by the two School Boards, namely the Calgary Public School Board and the Calgary Separate School Board. The seven trustees of both Boards are elected at the same time as the City Council, and by the same electors. Catholics vote for Separate School Board members and others for Public School Board members. All schools, Separate or Public, are administered by the respective Board.

4.3 Advisory Committees of City Council

Council creates Advisory Committees to examine specific areas of policy concern which either lie beyond the competence of Council members, or require special expertise, or make too heavy a demand on the Council members' time. While the Nominating Committee will always appoint some Aldermen to an Advisory Committee, usually a large number of members will be appointed from outside Council.

An Advisory Committee will be chaired by a person elected from the membership by members of the Committees and will report to Council either directly or through a Standing Policy Committee.

The Advisory Committee has been traditionally a popular institution in Calgary for examining urban problems and tendering advice to Council and bears the imprint of popular involvement and citizen participation.

4.3.1 Industrial Expansion Committee

Functions: To outline the economics and to encourage and seek industrial and other business development in Calgary.

Composition: One Alderman and twelve other members.

Authority: By Council resolution. Reports to Council through the Standing Policy Committee on Operations and Development.

4.3.2 Emergency Measures Organization Control Committee

Functions: To submit to Council any major policy recommendations for approval. To appoint the Heads of Emergency Services when necessary. The general supervision of all Emergency Measures activities in Calgary, and the approval of any emergency plan and transmission to Council for ratification.

Composition: The City's representation consists of three persons along with two members from the Municipal District #44 (Rocky View) and Municipal District #31 (Foothills) plus one member each from Airdrie, Cochrane, Crossfield, Beiseker and Irricana.

Authority: A council-adopted resolution.

4.3.3 Planning Advisory Committee

Functions: This Committee, composed of members of Council and private citizens, acts in an advisory capacity to Council and the relevant Standing Policy Committee on all matters related to the review and the implementation of the Calgary General Plan. It may also make recommendations on major planning policy proposals. The Committee is an important mechanism in the consultation of private citizens and civic groups on matters related to the overall planning policies of the City. This Committee must not be confused with the Calgary Planning Commission set up under The Planning Act (See below 4.4.14).

Membership: The Committee is now considering the possibility of reducing its membership to a maximum of ten persons in order to improve efficiency and create the kind of setting in which

participation could be encouraged. The Committee can always broaden citizen participation on any given issue through ad hoc sub-committees (See Table 7 for present participation). Meetings: Occasionally on the decision of the Chairman or if the Chief Commissioner has a proposal for discussion (See Part II, Section 1.1.1.3).

4.4 Committees, Boards, Commissions, etc.

4.4.1 Boxing and Wrestling Commission

Functions: Regulates and controls boxing and wrestling bouts or contests their contracts, training quarters and associated personnel.

Composition: - Mayor (Chairman)
 - Director of Recreation (Parks Department)
 - Chief of Policy or Deputy
 - City Solicitor
 - Two Aldermen
 - Not more than three other citizens as named by the Commission

Authority: City By-Law 4720 (as amended). Reports to Council through the Community Services Standing Policy Committee.

4.4.2 Building Appeal Board

Functions: To hear appeals from any ruling or direction by the Building Inspector pursuant to the provisions of the Building By-Law.

To recommend to Council amendments to the Building By-Law.

To make rules not inconsistent with the provisions of the By-Law for the effective carrying out of its duties.

Composition: - Two architects
 - One builder
 - Three structural or civil engineers
 - Two mechanical engineers
 - Representative of the Calgary Home Building Association
 - Representative of the Canadian Plumbing and Mechanical Contractors Association of Alberta
 - Fire Marshal of Fire Prevention Bureau (ex officio)

Authority: City By-Law No. 8100, the Building By-Law. Reports to Council through the Standing Policy Committee on Operations and Development.

4.4.3 Gas Approval Board

Functions: To fix and prescribe safety standards as to design, type, quality of workmanship and nature of material for all gas piping, appliances and equipment used in the City and to prohibit the sale of items not approved by the Board.

Composition: - Five civic employees from relevant Departments including the Chief Building Inspector and Fire Chief
 - One Alderman appointed by Council
 - A professional engineer
 - Three persons recommended by the corporation which supplies natural gas to the City
 - Five additional persons from selected and involved professional groups.

Authority: The City Building By-Law 8100, Section 1A6.
 Reports to Council through the Standing Policy Committee on Operations and Development.

4.4.4 Calgary Hospitals Board

Functions: The Board is responsible for the general management, regulation and control of the municipal hospitals in the City.

Composition: Eight members appointed by Council; four members of Council and four resident citizens.

Authority: Under the Calgary Hospitals Board Act of 1954.

Reports to Council through the Standing Policy Committee on Finance and Budgeting.

4.4.5 Landlord and Tenant Advisory Board

Functions: To advise landlords and tenants in tenancy matters.

To receive complaints and seek to mediate disputes between landlords and tenants.

To disseminate information for the purpose of educating and advising landlords and tenants concerning rental practices, rights and remedies.

To receive and investigate complaints of conduct in contravention of legislation governing tenancies.

Composition: Five members appointed by Council. The Board selects one of its members to act as Chairman.

Authority: City By-Law 8036. Reports to Council through the Standing Policy Committee on Community Services.

4.4.6 Library Board

Functions: The general management, regulation and control of the library.

Composition: Ten members including a representative from each of the Public and Separate School Boards.

Authority: The Libraries Act. Reports to Council through the Standing Policy Committee on Finance and Budget.

4.4.7 The Local Board of Health

Function: To carry out the provisions of the Public Health Act.

Composition: - Mayor
 - Medical Officer of Health
 - Municipal Engineer
 - 3 ratepayers appointed by Council for a three year period

Authority: The Public Health Act (1955). Reports to Council through the Standing Policy Committee on Finances and Budget.

4.4.8 McMahon Stadium Board

Function: The operation of the McMahon land and Stadium.

Composition: Two representatives from the City, two from the University of Calgary and two persons designated by the McMahons.

Authority: An agreement (1960) between the City, the University and the McMahons. Reports to Council through the Standing Policy Committee on Finance and Budget.

4.4.9 Police Commission

Function: Outlined in The Police Act of 1971.

Composition: Three members designated by the Attorney-General and two members appointed from Council by Council.

Authority: City By-Law 8259. Reports directly to Council.

4.4.10 Calgary Exhibition and Stampede Board

Duties: Make recommendations and report on the property and use of the Exhibition facilities.

Composition: Four Aldermen selected by City Council and two appointees made by the Lessor.

Authority: Agreement between the City and the Calgary Exhibition and Stampede Limited.

4.4.11 Calgary Parks and Recreation Board

Functions: To recommend measures in connection with the policies for parks and recreation services, park programmes and facilities.

To recommend public information measures to keep citizens informed on recreation and park facilities.

To encourage participation by the public in parks and recreation facilities in the City.

To peruse the Parks and Recreation annual budget and submit comments and recommendations to the Standing Policy Committee on Finance and Budget.

Composition: - Two members of Council
 - One member Public School Board
 - One member Separate School Board
 - Six electors other than members of Council

Authority: City By-Law 8599. Board reports to Council through the Standing Policy Committee on Community Services.

4.4.12 Transportation and Development Authority

Functions: The improvement, development and growth of Calgary.

Composition: - Three elected officials of the City
 - Two appointees of the Chamber of Commerce
 - The Chairman of the three Standing Committees of the Chamber of Aviation, Transportation and Industry.

Authority: Council resolution of April 22, 1968. Reports to Council through the Standing Policy Committee on Operations and Development.

4.4.13 Intergovernmental Housing Committee

Function: To review the various methods of financing public housing projects.

Composition: Two representatives each from:

- Alberta Housing Corporation
- City of Edmonton
- City of Calgary

Authority: Resolution of Council of March, 1972.

4.4.14 The Tri-Level Committee on Housing

Functions: Performs those functions which were formally undertaken by Public Housing in Calgary. It is the only Tri-Level Committee operating in Alberta.

Composition: Representatives from:

- The City of Calgary
- Central Mortgage and Housing Corporation
- Alberta Housing Corporation

4.4.15 Calgary Planning Commission

Functions: As outlined in The Planning Act Section 15.2: to advise and assist Council and coordinate the activities of the various departments and agencies of the City with regard to the planning of orderly and economic development within the City;

To serve as an approving authority under the sub-Division and Transfer Regulation;

To advise any approving authority under the sub-Division and Transfer Regulation with respect to any proposal sub-division near the boundaries of the City;

To perform on behalf of Council such functions as Council in accordance with The Planning Act may assign to it under the Development Control By-Law (See Part II, Section 1.2.1).

Composition: In accordance with The Planning Act, the Commission must consist of at least five members and at least one half must be appointed officials of the City. By-Law No. 7114 stated that the Commissioner of Community Development be Chairman, but a new By-Law is pending which will alter the composition of this Commission, placing the Chief Commissioner as Chairman. The composition of the Commission as of February 1974 is presented in Table 8.

Authority: By-Law No. 7114, the Planning Commission By-Law (1967) as amended.

4.4.16 Calgary Regional Planning Commission (See Part II, Section 2).

4.4.17 Other authorities, boards and commissions can be listed as follows:

- (i) Heritage Park Society
- (ii) Metropolitan Calgary Foundation
- (iii) Parking Authority
- (iv) Mayor's Pollution Committee
- (v) Calgary Safety Council
- (vi) Calgary Tourist and Convention Association
- (vii) Weeds Appeal Board
- (viii) Calgary Zoological Society
- (ix) Calgary Region Arts Foundation
- (x) Approving Authority, Campaigns for Public Contributions
- (xi) Trade Market and Convention Centre Authority
- (xii) Development Appeal Board (See Part II, Section 1.2.2)

Table 3 City of Calgary: Membership of the Standing Policy Committees, 1975

Committee on Legislation

Ald. D.A. Hartman (Chairman)
Ald. J. Ayer
Ald. H.J. Huish
Ald. E.A. Oman
Ald. T. Priddle
Ald. R. Simpson

Committee on Operations and Development

Ald. J. Ayer (Chairman)
Ald. P. Donnelly
Ald. D. Hartman
Ald. H.J. Huish
Ald. T. Priddle
Ald. M.E. (Pat) Ryan

Committee on Community Services

Ald. V. Anderson (Chairman)
Ald. M.E. (Pat) Ryan
Ald. B. Scott
Ald. G. Shrake
Ald. R.A. Simpson
Ald. L. Wellwood

Committee on Finance and Budget

Ald. E.A. Oman (Chairman)
Ald. V. Anderson
Ald. P. Donnelly
Ald. B. Scott
Ald. G. Shrake
Ald. L. Wellwood

Table 4 Senior administrative staff (1973)

Chief Commissioner	Denis Cole
City Clerk	Harry Sales
Industrial Development	K. F. Ford
Law	B. E. Scott (City Solicitor)
Manpower	P. M. Thompson
Public Information	R. B. MacInnes
Social Services	S. E. Blakely
Commissioner of Utilities	G. H. Cornish
Electric System	W. E. Hawkins
Fire	D. Jackson
Planning	George Steber
Transportation	W. Kuyt
Commissioner of Finance	A. F. Womack
Assessment	J. O. Miller
Data Processing	R. E. Barnes
Finance	(not yet appointed)
Management System	R. G. Conway
Commissioner of Community	
Development	C. D. Howarth
Engineering	(not yet appointed)
Mechanical Services	E. Walter
Purchasing and Stores	L. R. Webb
Parks and Recreation	H. Boothman
Land	R. O. Leitch

Table 5 Staff Breakdown for City Departments (January 1974)

Commissioners Department	38
Legislation Department	5
City Clerks	15
Industrial Development	6
Law	29
Manpower	45
Public Information	20
Finance	195
Assessment	45
Data Processing Services	98
Management Systems Development	24
Police	936
Parks and Recreation	391
Health	159
Land	38
Planning	129
Social Services	212
Electric Utilities	400
Engineering	1,133
Transportation	841
Fire	794
Mechanical Services	203
Purchasing and Stores	30
Total:	3,401

Table 6 Mill rate supported Revenues and Expenditures

Summary		
A) Expenditures	1973	1974
Protection to life and property	\$ 24,382,000	\$ 29,302,000
Transportation	13,908,000	17,695,000
Control of the Environment	5,580,000	6,358,000
Community Services	20,800,000	24,815,000
Profit Centres	+ 217,000	+ 1,059,000
Administration & Miscellaneous	25,401,000	29,009,000
Total	\$ 89,854,000	\$106,120,000
B) Revenues	1973	1974
From Governments (excluding grants in lieu of taxes)	\$ 14,900,000	\$ 14,411,000
From Utilities	12,241,000	13,007,000
Taxes other than Property Tax	13,086,000	13,940,000
Miscellaneous Sources	13,961,000	12,087,000
Property Tax (including grants in lieu)	35,576,000	40,805,000
Total	\$ 89,854,000	\$ 96,300,000

Table 7 Membership of the Planning Advisory Committee
(1974/75)*

Ald.	P. Donnelly
Miss	Rebecca Aizenman
Mrs.	Joyce Westerberg
Mr.	W.G. Milne
Mr.	F. Grigel
Mr.	H. Grejewski
Mr.	A. Dale
Mr.	W.T. Perks

* The number of members has been reduced from 17 to 8 in the 1974/75 Ad Hoc Planning Advisory Committee.

Table 8 Membership of the Calgary Planning Commission

The Chief Commissioner for the City who is also the
Chairman of the Commission
The Commissioner of Operations and Development
The Director of Planning for the City
The City Engineer
The Director of Parks and Recreation
The Director of Transportation
The Mayor
The Deputy Mayor
One member of Council
Three citizens at large

II Political and administrative structures and urban development

The purpose of this second part of the Calgary area study is to review municipal bodies which intervene in the urban development process, specifically through land use planning and transportation policies. In order to present a more complete picture, we will include in this review provincial and federal departments and agencies which influence or have a direct impact on land use or transportation in the metropolitan area of Calgary.

A Land use

1 Municipal

As indicated in the General Introduction, the City of Calgary enjoys almost complete autonomy and independence in all matters relating to land use, with the qualification that the City does fall under the jurisdiction of the Regional Plan, a product of the Calgary Regional Planning Commission. The preliminary Regional Plan for Calgary is of such a general nature that it concerns the City only when annexation of a new area has been achieved and land use classification questions must be resolved.

Under The Planning Act Sections 94 to 99, the City has prepared a general plan outlining "the manner in which the future development of the municipality may be best organized and carried out, having regard to considerations of orderliness, economy and convenience". In the broad general sense this plan must conform to the specifications of land use as outlined in the Regional Plan, but since in the case of Calgary this falls under the single category of "urban intensive", this creates no barrier for the City Planners. The nature, creation and implementation of the General Plan will be discussed under Appendix 1.

Land use planning within the City of Calgary is influenced by three distinct tiers of institutions which may be broadly categorized as political, administrative, and regulatory or appellant. The following chart illustrates the general organizational structure incorporating all of these categories but including only those units of the administrative, political and appellant spheres which are involved in land use planning at the municipal level (See Figure 4, Land Use Process).

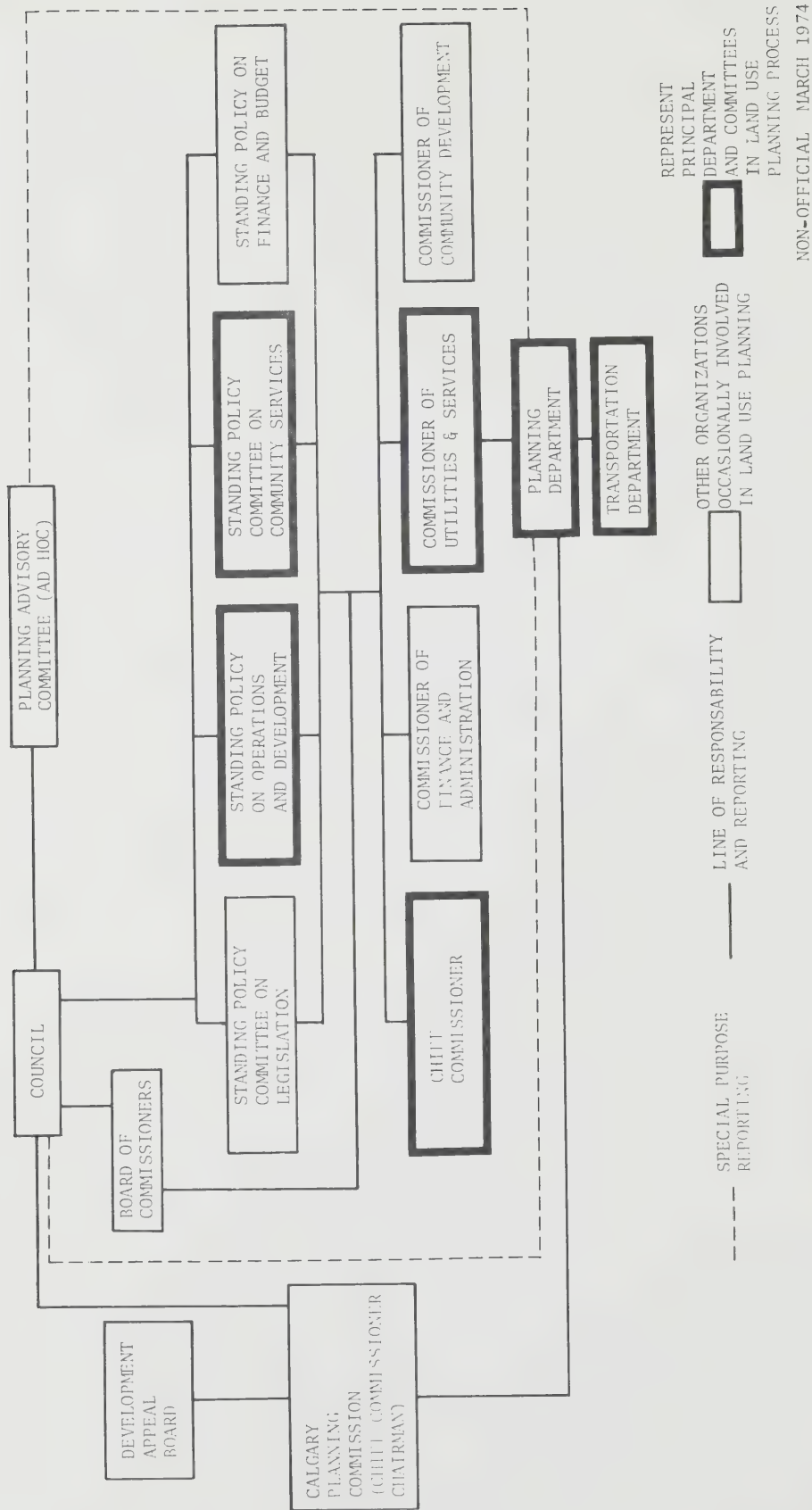


FIGURE 4 LAND USE PLANNING PROCESS FOR THE CITY OF CALGARY

1.1 Existing structures in the City of Calgary

1.1.1 The City Council

The main interventions of the Council in land use planning are made through: (a) the Council as a whole; (b) the Standing Policy Committees of Council and, (c) the Advisory Planning Committee.

1.1.1.1 Council

The City Council exercises final authority and approval over all matters relating to land use within the City's jurisdiction. This includes such major items as the General Plan, the General Plan By-Law, the Development Control By-Law, Land Subdivision Control and the Outline Plans (See Appendix 1 for more details).

1.1.1.2 Standing Policy Committees

On most matters a detailed examination will be provided by the Standing Policy Committees on Operations and Development and Community Services which review most of the proposals affecting land use planning arising out of the City departmental recommendations (For structural details on the Standing Policy Committees, refer to Part I, Section 2.4).

Council, however, would receive many such recommendations directly from the departments through the Board of Commissioners or the Planning Advisory Committee. In all cases Council retains the final voice in all City policy relating to land use planning and remains the authority to which all administrative proposals must be submitted for final approval.

1.1.1.3 Planning Advisory Committee

(See Part I, Section 4.3.3 for the general structures)

The terms of reference of this ad hoc Committee of Council are the following:

- (a) to review every year the Calgary General Plan and recommend any amendment deemed necessary; to review any amendments proposed by the Planning Department or other citizen or civic groups;
- (b) to explore with other committees of Council possible ways in which the appropriate committees may implement the General Plan;
- (c) to develop a review and recommend on major planning policy proposals.

1.1.2 Planning Department

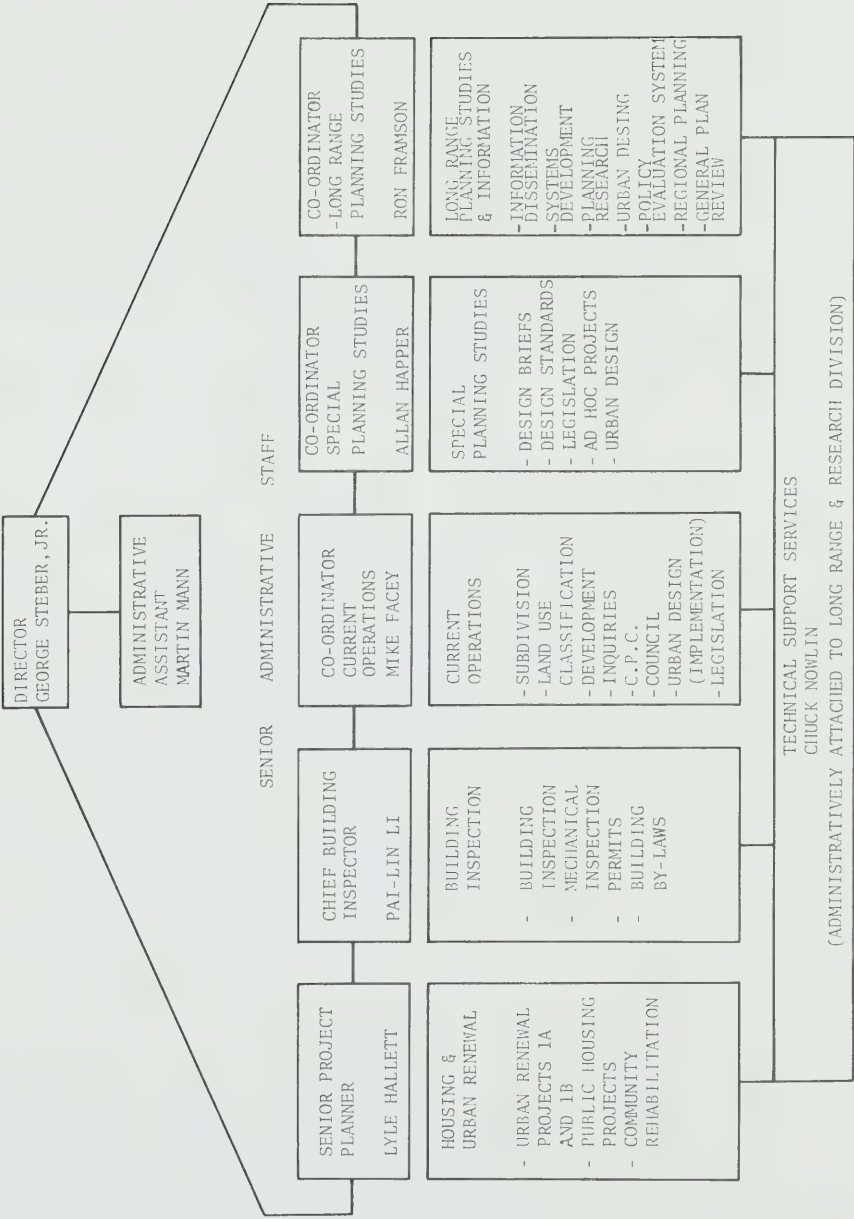
(See Figure 5, Organization Chart for Calgary's Planning Department).

The general duties, staff and budget are presented in Part I, Section 3.3.3.3.

Functions: The principal function of this Department is to draw up the General Plan (See Appendix 1) for the approval of Council, and once approved, to carry out a continuous review of the General Plan as well as the supplementary research and specific proposals which are necessitated by the Plan itself.

In the overall planning process for the City of Calgary, this Department is essentially concerned with the land use aspect.

The Planning Department is responsible for creating the Design Briefs (See Appendix 1) which provide the detailed specifics for planning within allotted areas of the City. Subdivision and land use classification are also carried out as well as the issuing of building permits and the general problems associated with public housing and urban renewal.



NON-OFFICIAL NOVEMBER 1973

FIGURE 5 ORGANIZATION CHART FOR THE PLANNING DEPARTMENT, CITY OF CALGARY

Organization: In February, 1974, the Planning Department was moved from the portfolio of the Commissioner of Community Development to the Commissioner of Utilities as part of a more general reshuffling which coincided with new appointments of both the Chief Commissioner and the Commissioner of Community Development.

The internal organization of the Planning Department was unaltered.

There are five branches engaged in various aspects of policy and a technical support services division which is administratively attached to Long Range and Research.

Three broad areas of policy can be identified within the Department:

- (a) land use planning
- (b) inspection and building permits
- (c) public housing and urban renewal

(a) Land use planning

The three branches involved with land use planning are presented in order of their actual involvement with specific aspects of this process. For example, the Long Range Planning Studies and Information is involved with the most "general" characteristics of planning, whereas the Special Planning Studies Branch applies the "General Plan" to specific areas and works out the details of the broad brush proposals of the first branch. Current Operations is involved with the actual routine implementation of the specifics which evolve out of the Special Planning Studies.

These three branches can be regarded then as moving the complete gamut from the broad long range general proposals through the specific aspects of the general to the actual implementation of the policy itself.

(i) Long Range Planning Studies and Information

This branch is directed by the Coordinator of Long Range Planning Studies, and is concerned with those broad aspects of planning which become part of the General Plan review, the policy evaluation system and overall regional planning through staff liaison with the Calgary Regional Planning Commission (See Section 2). This branch recommends upon consultation and analysis the most rational and equitable distribution of land use and structures based on social, health, safety, environmental and economic criteria in the best interests of the majority of citizens.

This branch also disseminates information to the public on land use planning and is involved in both systems development and planning research in order to develop comprehensive, feasible alternative growth patterns for the City.

Under Long Range Planning studies, with which this branch is involved, land use alternatives are prepared: development of methods for evaluating environmental impact; study of annexations and its implications; decentralization of City Services study; development of a Public Participation Program and the preparation and dissemination of planning information and statistical data to the public.

(ii) Special Planning Studies

This branch is directed by the coordinator of Special Planning Studies and is involved with those specific aspects of the General Plan and Development Control By-Law as they are applied to areas within the City:

The Special Planning Studies include:

- Design Briefs for the Older Areas - the areas of concern are principally downtown, the inner City and the older areas which were annexed in the early 1960's. The design briefs for these areas are expected to consist of a number of reports laying down broad principles and guidelines. Subsequent reports would deal with implementation and action area plans prepared for specific areas within the community.
- Design Briefs for the New Areas - a number of major areas still require design briefs in order that planning stays ahead of development.
- Design Briefs for the Suburbs - a number of areas have been bypassed by normal urban development which may create planning problems unless there is a comprehensive plan for a large area within which applications can be considered in an overall planning context.
- Urban Design - the production of design standards, primarily for City land, but also for private development where the public interest must be protected. Designs for City-owned land will be limited to certain key sites.
- Ad hoc Projects - requests from Aldermen, Commissioners and other departments for short term studies which do not in themselves require a great amount of time.
- The design, development and discussion of the Development Control By-Law and the design of the proposal for the Zoning By-Law - in fact this is a hybrid proposal combining what are regarded as

"all the strengths and none of the weaknesses"
of both the Zoning and Development Control
By-Law - are undertaken by this branch.

(iii) Current Operations

This branch is directed by the coordinator of
Current Operations.

Its objective is to design subdivisions and to
process subdivision and related applications as
rapidly as possible. To apply the standards set
down by legislation, in order to ensure a supply
of properly serviced lots, residential, commercial
and industrial. These subdivisions to be laid out
in such a manner as to provide the proper environment
for the land use intended in terms of access, internal
and external circulation systems (pedestrian and
vehicular), open space for schools, parks, recreation,
buffering, etc. and other requirements, as set out in
the Calgary Plan.

To achieve these objectives this branch prepares
outline plans which are then circulated, evaluated
and negotiated with developers. The tentative plans
of subdivision for conformance to legislation and
the outline plan are also examined.

Land use classification is an additional function
of this branch. Its objective is to evaluate and
negotiate proposals to amend Land Use in terms of the
compatibility of the proposal to surrounding land uses
having regard to the stability of the area, the
relative intensity of use proposed in terms of density,
traffic generation, availability of utility capacities,
etc. and to make recommendations on these to the
Calgary Planning Commission and City Council.

This branch is also responsible for the evaluation of development proposals in order to ensure that they are in compliance with the By-Law, and for establishing the manner of satisfactorily providing utility services, site access, parking, landscaping, etc., and where required by the By-Law, of making recommendations on these matters to the Calgary Planning Commission.

Since the Current Operations Branch is involved primarily with the implementation of Council legislation it serves, in part, as a liaison between Council, the public and the Calgary Planning Commission which is now chaired by the Chief City Commissioner. (For a description of the Calgary Planning Commission, See Part I, Section 4.4.15, and below Section 1.2.1).

The role of the Development Officer in the Current Operations Branch is a strategic one in the interpretation of the Development Control By-Law and other by-laws concerning land use within the City. While the Land Use Classification section is concerned with zoning changes as such.

(b) One branch is involved with inspection and the issuing of building permits

(i) Building Inspection

This branch is directed by the Chief Building Inspector whose duties encompass those of the branch, but which are of only peripheral importance to land use planning in Calgary. They include: the examination of drawings of proposed new buildings and the inspection of construction works on site for compliance with the Building By-Law in order to ensure that these buildings are up to the required structural, fire and health safety standards. This branch also issues building permits.

- (c) One branch is involved with public housing and urban renewal
- (i) Housing and Urban Renewal

This branch is directed by the Senior Project Planner. Two major urban renewal projects are presently in the process of nearing completion:

- Project 1A - initiated in 1964, has since achieved the development of 8 City blocks. For 1974-75 the following items are on the agenda: legal fees for acquisition of Ribtors and Ukranian Hall; street improvements on 5th Avenue and 2nd Street S. E.
- Project 1 B - this program was for the acquisition and improvement of the convention centre block. The work still to be completed is the 8th Avenue Mall extension and some street improvements at 9th Avenue, 1st Street E., and Centre Street.

This branch is also responsible for the Neighbourhood Improvement Program which offers a broad range of Federal Government contributions and loans through the Central Mortgage and Housing Corporation (CMHC) to assist in the improvement of living conditions in seriously deteriorated neighbourhoods.

The purpose of this program is to encourage and support efforts of Municipalities in concert with neighbourhood residents toward the improvement of their physical environment and the development of physical, social and recreational amenities.

The implementation of Phase III of the Neighbourhood Improvement Program (Inglewood/Ramsay Redevelopment) was recommended to Council in November, 1973 and will be spread over a three year period. The final plans for Phase III will be submitted to Council when the Alberta Housing Commission (AHC) have decided the extent of their involvement in the various elements of this program.

While the City of Calgary no longer owns public housing - the Alberta Housing Commission has assumed this responsibility - the Senior Project Planner for the City still seeks to provide accomodation for low-income families and others who cannot find accomodation at a rate they can afford. Because of the role of the Province in taking over many of the administrative procedures involved in the Public Housing Program, the administrative costs for the City have decreased.

In summary, the wide ranging duties and responsibilities of the City Planning Department in the area of land use planning are achieved in part through representation and coordination at different government levels:

- The Calgary Planning Commission, Part I, Section 4.4.15
- The Development Appeal Board, Section 1.2.2
- The Calgary Regional Planning Commission, Section 2
- The Provincial Planning Board, Section 3.2.8.

1.1.3 Land Department

(See Part I, Section 3.3.5.5)

The Land Department is responsible for the development and servicing of City-owned land for resell as industrial, commercial and residential sites in order to satisfy anticipated market demand and also establish a reasonable inventory of marketable land.

This Department is also responsible for providing the City with a detailed record of City land holdings in respect to area, value and categorized land use, as well as financial, managerial and statistical reports to control and administer the effective end use of City-owned land.

1.1.4 Parks and Recreation Department

(See Part I, Sec. 3.3.5.4)

Certain programs undertaken by this Department are linked to the overall process of land use planning. They include: Community Park Development, Major City Park Development and Downtown Park Development and are closely related to the Planning Department's Senior Project Planner.

(i) Community Park Development

This program involves the landscape development of the "community reserves" which are distributed throughout the various residential subdivisions of the City. It is concerned with the land forming, loaming, seeding, and irrigation of the various new sites, in addition to the upgrading and renovation of a number of existing sites.

The development of the new "community reserves" are arranged in order of priority within each recreational area, based on a criteria that has recognized the availability of alternative lands for community recreation activities, age of the residential subdivision, nuisance value of the undeveloped site to adjoining residents, and their overall contribution to the aesthetics of the residential areas.

(ii) Major City Park Development

The major City parks are large land areas set aside for environmental beautification and recreational facilities. They are distinguished from the community parks in that they make a city-wide contribution, and attract citizens to them from all areas of the City.

(iii) Downtown Park Development

The funds budgeted for 1974 permit the continued improvement of the Old Haultain School Site, including land development and conversion of the stone building into public washrooms and skate change facilities.

In addition to the Park Development outlined in the three paragraphs above, the City operates and maintains five golf courses, and it provides park space for such activities as cross country skiing, snowshoeing, downhill skiing, and walking.

Further, a consulting firm, retained by the City, has recommended that priority be given to the construction of an additional golf course in the vicinity of the Calgary International Airport. Funds are being requested to design and construct this course in 1974, together with the associated buildings.

1.1.5 Transportation Department

The major aspects of this department will be discussed under the Transportation section of Part II. However, it must be noted that land use planning cannot be separated from Transportation and must be viewed as a closely integrated part of the planning process. The Transportation Planning Branch of this department is the main unit concerned with planning (See below B, 1.1).

1.2 The Appeal Process

An application for the enactment, amendment, alteration, repeal or replacement of any of the bylaws dealing with subdivisions

or development control and related bylaws, the building code and other regulations will be addressed to the Calgary Planning Commission.

1.2.1 The Calgary Planning Commission

(See Part I, Sec. 4.4.15 for General structures)

Duties and powers: It acts as a regulatory body concerned with achieving orderly economic development within the City. Its primary functions are those of a subdivision approving authority and adviser to City Council on amendments to the Development Control By-Law and Land Use Classification Guide. The Commission also functions as an adviser to the Calgary Regional Planning Commission on proposed subdivisions adjacent to the City boundaries.

When it is necessary to report to Council this is done through the Agenda Committee.

Meetings: The general meetings of the Commission shall be held at the times and places agreed by the Commission.

If the Commission wishes to consult or obtain information from an officer or employee of the City it may request that such an officer or employee attend either a meeting then being held, or a subsequent meeting as the Commission may designate.

On the advice of the Board of Commissioners or a Department Head, private meetings, rather than the usual public ones, may be held.

Should a subdivision application be refused by the Calgary Planning Commission an application may be appealed to:

- (a) The Provincial Planning Board (See Sec. 3.2.8)
- (b) The Supreme Court of Alberta on questions of law and jurisdiction.

The Calgary Planning Commission makes recommendations to City Council on applications to amend the Development Control By-Law.

After the amendment is proposed, public hearings are held to discuss it and if Council agrees with the amendment it passes a by-law, after three readings, containing the amendment.

In order for the By-Law passed by Council to become legal it must be filed with the Provincial Planning Board.

Any appeals permitted under the Development Control By-Law - basically those dealing with land use classification - are made to the Development Appeal Board, from which a further appeal - on matters of jurisdiction only - can be made to the Supreme Court of Alberta.

1.2.2 Development Appeal Board

Members: The Board consists of eleven members appointed by resolution of Council, all of whom shall at all times be taxpayers of the City of Calgary, but none shall be officials or servants of the Council or members of the Calgary Planning Commission (See Sec. 1.2.1) at least one shall be a member of Council, and a majority shall consist of persons other than members of the Council (See Table 9 for present composition).

Meetings: The Board shall meet at least once in each calendar month and at such other times as the Board or Chairman may consider necessary.

Duties and powers: The Development Appeal Board shall hear an appeal made by a person:

- (a) who claims that the strict enforcement or other requirements of a by-law would cause special and unnecessary hardships because of circumstances peculiar to the uses, character or situation of that person's land or building;

- (b) who is not satisfied with a decision resulting from the exercise of discretionary powers by Council, the Calgary Planning Commission or an authorized official of the Municipality;
- (c) who proposes a specific use of land or a building that is not expressly provided for by the Development Control By-Law, but is similar in character and purpose to other uses of land and buildings permitted by the by-law in the zone in which such is proposed;
- (d) when the by-law in question provides for an appeal.

Any member of the Board having a direct or indirect pecuniary interest in any matter before the Board shall declare such interest to the Board, and abstain from voting on such a matter, all of which shall be recorded in the minutes of the Board. The Board shall appoint its own Chairman and Vice-Chairman, and the City Chief Commissioner shall designate a Secretary who shall not be a member of the Board.

For appeals under the Development Control By-Law, the initial decision is made at the level of the Planning Department. If an application is refused at this stage it may be appealed to.

The Development Appeal Board decisions may be appealed to the Supreme Court of Alberta on matters pertaining to law or jurisdiction only.

Table 9 Membership of the Development Appeal Board (1975)

Ald. P. Donnelly

Ald. M.E. Ryan

Mrs. R. McBain

Mr. H. Buck

Mr. P. Macullo

Mr. J.F. Moore

Mr. T. Takacs

Mr. R.F. Goss

Mr. H.B. Fulton

Mr. D. Jones

Mr. R. Mackie

The City of Calgary

2 Regional: The Calgary Regional Planning Commission

The general introduction referred to the Calgary Regional Planning Commission (CRPC), but it is now essential for the purposes of examining the land use planning aspects of this study completely, that a more precise account of the CRPC be provided.

2.1 General information

The Calgary Regional Planning Commission was established in 1951. It was a direct response to the problem of controlling urban expansion which had resulted from the resumption of urban growth in the Calgary area during the post-war years.

Through participation in the Commission, the City was able to join with the fringe municipalities for the purpose of preparing an overall master plan, thereby achieving uniformity in urban planning directed towards encouraging the amalgamation of the City of Calgary with the adjoining towns which, until then, had been under the CRPC's jurisdiction. This culminated in a series of annexations around 1960 from which the City emerged with a total area of 157 square miles, and over which uniform land use planning policies could be exercised while the adjoining areas were kept in a general agricultural state under the Commission's working policies.

The advisory nature of the Commission's powers was proving inadequate under increasing development pressures in the rural areas. The provincial reaction was to legislate more powers under a system of regional plans which resulted in a

Preliminary Regional Plan being adopted in 1963. Under this plan the Commission controlled subdivision, while any municipal planning measures had to be brought into conformity with the Regional requirements.

2.1.2 Population

For 1972, the population of the area included within the boundary of the Calgary Regional Planning Commission was 485,472 of which 87.5 percent lived within the City of Calgary.

2.1.3 Area

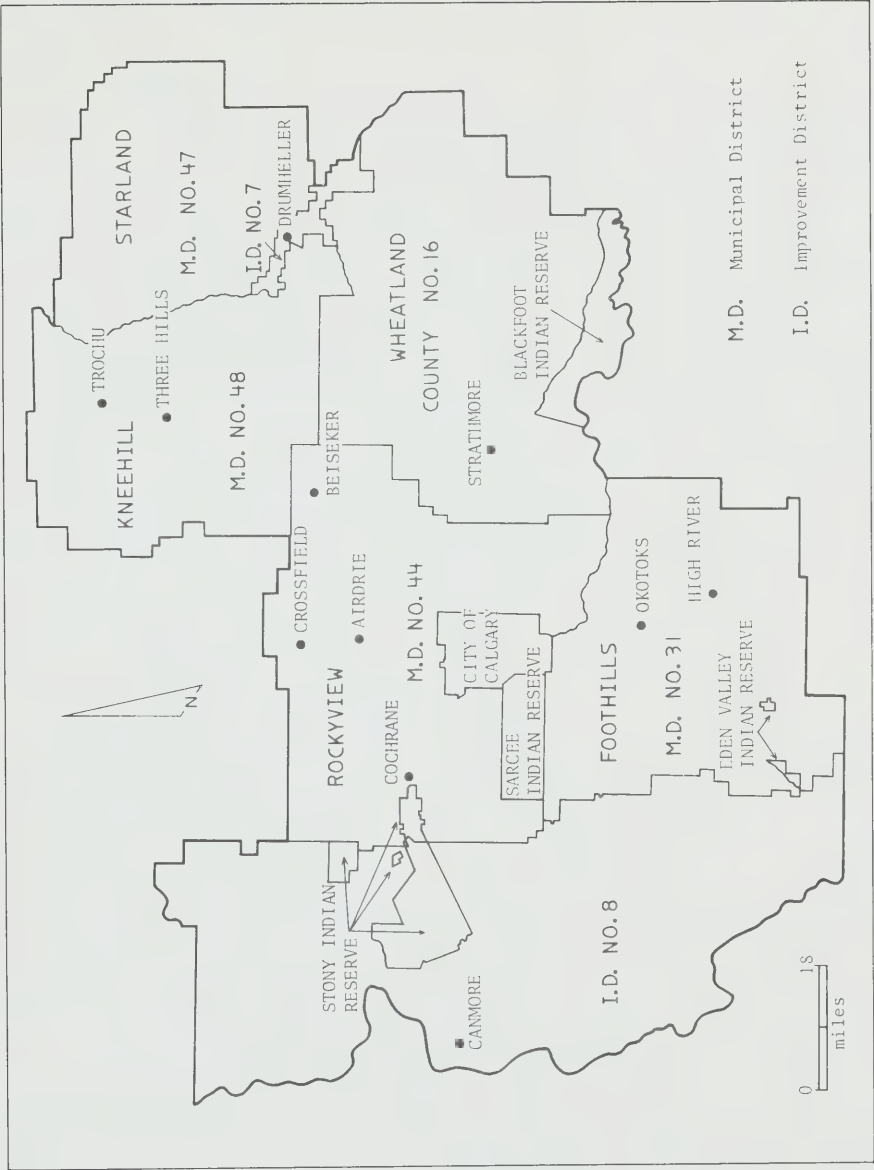
The Calgary Regional Planning Commission covers 10,695 square miles of territory, extending some 54 miles to the west, 72 miles to the east, 38 miles to the south, 54 miles to the north of Calgary (See Figure 6, Calgary Regional Planning Commission).

2.1.4 Provincial Act Relating to the Commission

The Calgary Regional Planning Commission was granted its authority from The Town and Rural Planning Act of 1953 (O/C 477-57 dated March 18, 1957 revised regulation concerning the Calgary District Planning Commission which had been established by O/C 1033-51 dated July 12, 1951) and now operates under The Provincial Planning Act, 1970, R.S.A. C. 276.

2.1.5 Relationship with Calgary

The Calgary Regional Planning Commission embraces a very large area around, and including, the City of Calgary. It is responsible for regional and municipal planning within these areas, but excluding all areas within the City which



OFFICIAL, 1973

FIGURE 6 MAP OF THE CALGARY REGIONAL PLANNING COMMISSION

are left to the jurisdiction of the City Planning Department. It is also responsible for establishing the policy goals and guidelines for the development of the entire region, except for the City.

The Calgary Regional Planning Commission has experienced increasing problems in coping with the many roles accruing under Provincial Planning Legislation and in preparing a staffing programme designed to provide the Commission with a basic functional capability. These problems have arisen from inadequate operating funds which have frustrated attempts at creating and maintaining a highly professional permanent staff. However, in 1974, the budget will have tripled in a period of 2 years with most of this increase directed towards hiring more planning staff.

In contrast to Edmonton, which experienced opposition from small towns and industrially wealthy municipalities, Calgary's problems were removed through the annexations of the early 1962's. The City Planning Department thus became the sole agent for urban planning and development control in the single metropolitan area, and the possibility of conflict of interest with the adjoining municipalities was virtually eliminated, for the time being at least. In response, the Commission became primarily concerned with preventing urban development beyond the City boundaries, through its jurisdiction over rural subdivision; with overseeing the extra-urban space needs of Calgary residents such as regional parks and summer cottage sites; and with the provision of professional and advisory planning services to both urban and rural municipalities in the planning region.

2.2 Political structures

(See Figure 7, Organization Chart for the Calgary Regional Planning Commission).

2.2.1 General

The Calgary Regional Planning Commission has specific functions and duties of a nature which does not invite an easy or ready comparison with those normally associated with a municipal council. The form of the Commission reflects its narrower scope of function: first, its members are appointed representatives from member councils; secondly, it is not a corporation and cannot own lands or raise monies.

It has a director appointed by the Commission. The Director is responsible to the Commission for all policy matters dealt with, and for the general administration of its other internal and external affairs.

2.2.2 Membership and appointments

The Planning Act, Section 9, states that each municipality situated in a regional planning area may be represented by one member of the Municipal Council to be appointed by the Council who may attend the organizational meeting and the annual general meeting of the Regional Planning Commission.

With the CRPC there are some 40 rural and urban municipalities. All 6 rural municipalities are members, but there are some 20 small towns and villages which have not opted for membership. However, the Commission remains the Subdivision Approving Authority for all urban and rural municipalities within the CRPC's area - except Calgary - whether or not they are members. Further, the Commission is responsible for providing planning services in the form

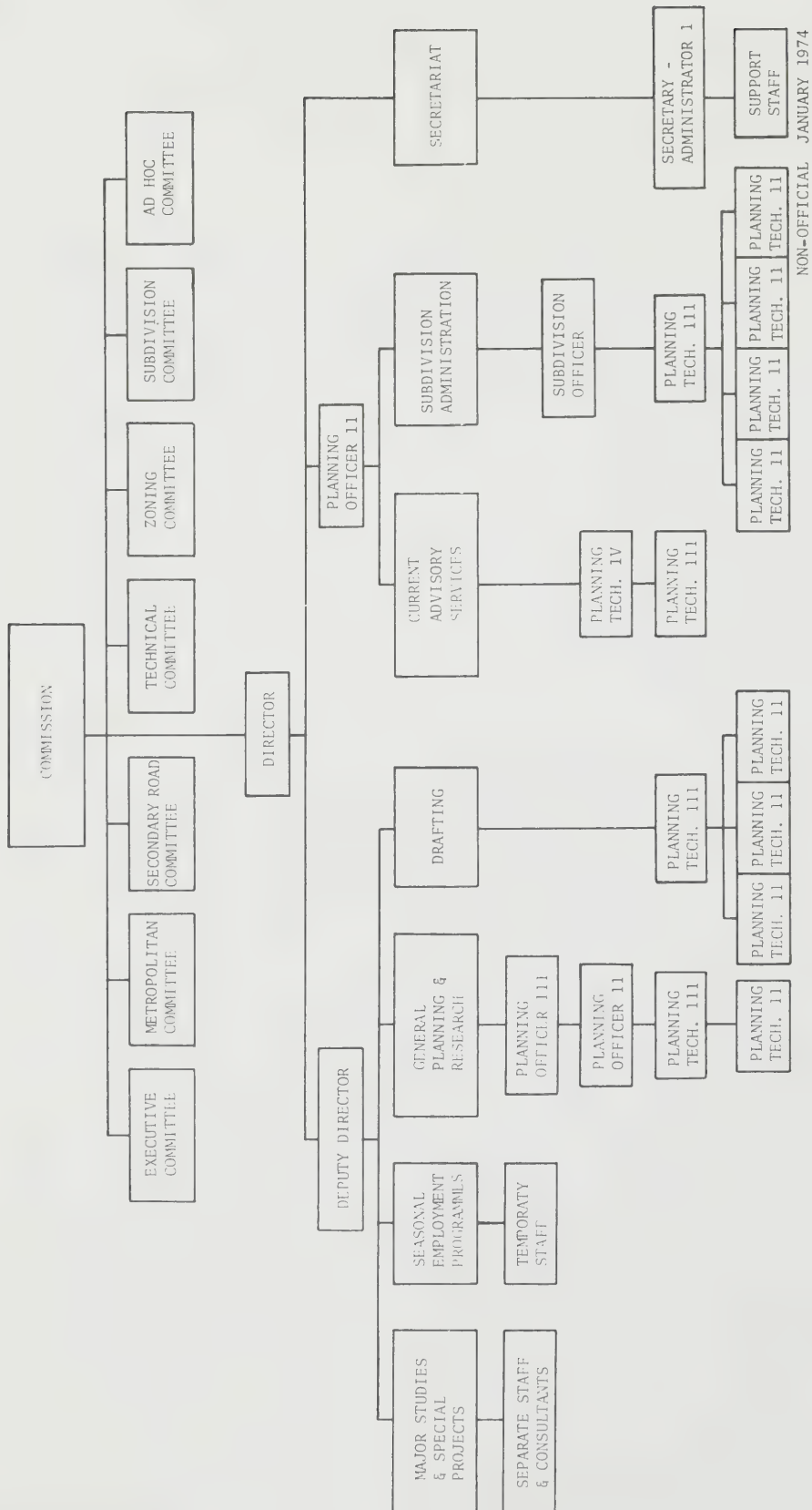


FIGURE 7 ORGANIZATION CHART FOR THE CALGARY REGIONAL PLANNING COMMISSION

Table 10 Calgary Regional Planning Commission: Composition (1973)

Representing:	Population	Representatives	
City of Calgary	424,787	Members	E.C. Brown A.D. Berry T. Priddle
		Alternate	R. Fromson
City of Drumheller	5,888	Member Alternate	O. Sheddy
Town of Okotoks	1,254	Member Alternate	B. Rushrer P.B. Milligan
Town of Strathmore	1,200	Member Alternate	M. Christensen J.A. Thomas
Town of Three Hills	1,385	Member Alternate	K.A. Wright A.B. Young
Town of Trochu	739	Member Alternate	M.C. Steinkach H. Bondar
Town of Canmore	1,538	Member Alternate	A. Miltins S. Dowhan
Town of Cochrane	1,101	Member Alternate	C. Godfrey (Mrs.) J. Pozzi
Town of High River	2,792	Member Alternate	L.C. Dougherty (Mrs.) R.A. Masson
Village of Airdrie	1,200	Member Alternate	D.W. Bennett D.W. King
Village of Beiseker	414	Member Alternate	L.L. Schmaltz M. Hagel
Village of Crossfield	653	Member Alternate	N. Shefton R. Pilon
M. D. Foothills # 31	7,065	Member Alternate	D.J. Hunt K.B. Cristofferson

Table 10 Calgary Regional Planning Commission: Composition (1973)
(Cont'd)

Representing:	Population	Representatives	
M. D. Kneehill # 48	5,890	Member Alternate	C.W. Poole R.W. Brown
M. D. Rocky View # 44	10,969	Member Alternate	D. Bateman H. Wigle
M. D. Starland # 47	2,275	Member Alternate	T.J. Bagley
I. D. # 8	1,848	Member Alternate	H.W. Glidden
I. D. # 7	1,859	Member Alternate	
County of Wheatland # 16	5,012	Member Alternate	E. Cammaert
Department of Agriculture		Member Alternate	H.M. Douglas D. MacPherson
Department of Education		Member Alternate	O.L. Matson
Department of the Environment		Member Alternate	R.J. Hilton
Department of Highways & Transport		Member Alternate	R. McFetridge J.O. Newnham
Department of Lands & Forests		Member Alternate	A.G. Hatlelid

M.D.: Municipal Districts

I.D.: Improvement Districts

of advice or planning surveys and documents upon the request of any Council in the region whether or not it is a member.

Appointments to the Calgary Regional Planning Commission are made on an annual basis. Representation on the CRPC is broken down into the following categories:

- 3 representatives from the City of Calgary
- 5 representatives from Provincial Departments,
one each from:
 - Agriculture
 - Environment
 - Highways and Transport
 - Education
 - Lands and Forests
- 1 representative from Improvement Districts No. 7 and 8
- 5 representatives from counties and municipal districts
- 1 representative from the City of Drumheller
- 3 representatives from villages
- 7 representatives from towns

The general membership annually elects the Chairman, Vice-Chairman and Secretary-Treasurer from its members.

Normal complement or members attending meetings is 15, with usually only those towns within a reasonable distance from Calgary attending regularly. Others attend when there are issues on the agenda with which they are involved (See Table 10 for a list of the municipalities and their membership).

2.2.3 Committees

Most of the deliberations of the CRPC are carried out at the Committee level. There are seven committees currently established which are designed to examine policy proposals presented by the Director and the staff of the Commission, and to approve general policy proposals (See Table 11 for present membership of each Committee).

2.2.3.1 Executive Committee

Four members meet six to eight times each year when called by the Chairman. This is the most important Committee of the Commission. It considers all matters which are the concern of the Commission including the preparation of the budget, matters of staffing, etc.

This Committee received the Director's report in September 1972 outlining the staffing crisis which confronted the Commission at that time.

2.2.3.2 Metropolitan Committee

Seven members meet once a month. Responsible for policy conduct of the Regional Growth Study which is a 2½ year project to examine all aspects of interaction between the City of Calgary and the adjoining municipalities and their rate of urbanization with the object of producing a regional urbanization plan.

2.2.3.3 Secondary Road Committee

Seven members meet twice a year, or when called by the Chairman, to review and coordinate changes in road alinement and construction phasing of the secondary highway system.

2.2.3.4 Technical Committee

Ten members meet once every six weeks. However, unlike the other Committees, membership is restricted to municipal or provincial specialists who are not Commission members. This Committee is an Advisory Committee to the Director and the Metropolitan Committee on matters relating to the conduct, content and coordination of the Regional Growth Study.

Table 11 Calgary Regional Planning Commission:
Membership of Committees (1973)

Elective Officers

L. L. Schmaltz - Chairman
C. Godfrey (Mrs.) - Vice-Chairman
R. McFetridge - Secretary-Treasurer

Executive Committee

L. L. Schmaltz (Chairman)
C. Godfrey (Mrs.) (Vice-Chairman)
R. McFetridge (Secretary-Treasurer)
D. Bateman (Member-at-large)

Metropolitan Committee

D. J. Hunt
R. McFetridge
L. L. Schmaltz (ex-officio)
D. Bateman
E. Oram
J. Kushner (Alternate)
C. Godfrey (Mrs.)

Secondary Road Committee

C. W. Poole (Chairman)
H. W. Glidden
D. J. Hunt
L. L. Schmaltz (ex-officio)
D. Bateman
J. Kushner
E. Cammaert

Technical Committee

A. R. Smith (Chairman)
N. Dant
F. Marlyn
G. Steber
D. G. Ashbee

Table 11 Calgary Regional Planning Commission:
 Membership of Committees (1973) (Cont'd)

Zoning Committee

D. Bateman (Chairman)
L.C. Dougherty (Mrs.)
A.D. Berry
R. McPetridge
L.L. Schmaltz (ex-officio)
B. Rushmer
D.J. Hunt

Subdivision Committee

D.J. Hunt (Chairman)
H.M. Douglas
H.W. Glidden
R. McPetridge
C.W. Poole
C. Godfrey (Mrs.)
R.J. Hilton
D. Bateman
L.L. Schmaltz

Ad Hoc Committee

L.L. Schmaltz (Chairman)
T.J. Bagley
E. Cammaert
M. Christensen
C.W. Poole
O. Sheddy
A.B. Young

2.2.3.5 Zoning Committee

Seven members meet approximately six times a year.

This Committee reviews, and makes recommendations to the Commission on, all amendment proposals to the Preliminary Regional Plan and whatever individual development proposals might be referred to the Commission for comment in relation to either the Preliminary Plan or to the local by-laws and policies of the municipalities.

2.2.3.6 Subdivision Committee

Nine members meet once a month. This is a working Committee to which the Commission has delegated Subdivision Approving Authority and receives, considers and decides on all applications for subdivision outside the City of Calgary.

2.2.3.7 Ad Hoc Committee

Seven appointed members, but Committee is now non-functional.

2.3 Administrative structure

2.3.1 General

A permanent staff is employed to carry out the work of the Commission. The Commission's administrative functions are headed by a Director who supervises the entire operation. (See Figure 7, Organization Chart for CRPC).

2.3.2 Staff

The staff is spread over two sectors:

- Current Operations Planning Section
- Research and General Planning Section

Staff: 1973 - 26

1974 - 33 (projected)

2.3.3 Functions and duties

Provides planning advice to member municipalities except for the City of Calgary as indicated under Sections 2.2.1 and 2.2.2. It is the Subdivision Approving Authority for the region, except for Calgary. Cooperation and coordination with Calgary is achieved in a purely ad hoc manner.

2.3.4 Budget

(See Table 12 for the budget of the CRPC)

The Commission is financed under a Foundation System from the Alberta Planning Fund, Section 11 of The Planning Act. Sixty to forty percent of the budget is financed by the Province and seventy to thirty percent by the represented municipalities.

The Provincial Planning Board of the Department of Municipal Affairs must approve the budget.

The Calgary Regional Planning Commission through the regulations adopted in the Preliminary Regional Plan, is able to ensure economic and orderly development within the Region.

Table 12 Calgary Regional Planning Commission: Budget

1973	-	General Operations	\$ 346,922
		Estimated Revenues	11,320
		Major Studies	40,000
			<hr/>
		Total:	\$ 398,242

3 Provincial

3.1 General

In matters pertaining to land use in the City of Calgary, as indicated in the General Introduction, the City is autonomous - with the qualifications that City planning must conform to the relevant Provincial Acts and the Regional Plan. The provincial departments have a minor - if almost non-existent role to play in land use planning in Calgary. The Department most closely involved is the Municipal Affairs department, although to an even lesser degree, the occasional land use question might have implications of an interest to:

- The Department of Highways and Transport;
- The Department of Agriculture;
- The Department of Environment.

Since this relationship is of such a cursory nature those departments need not be examined under land use.

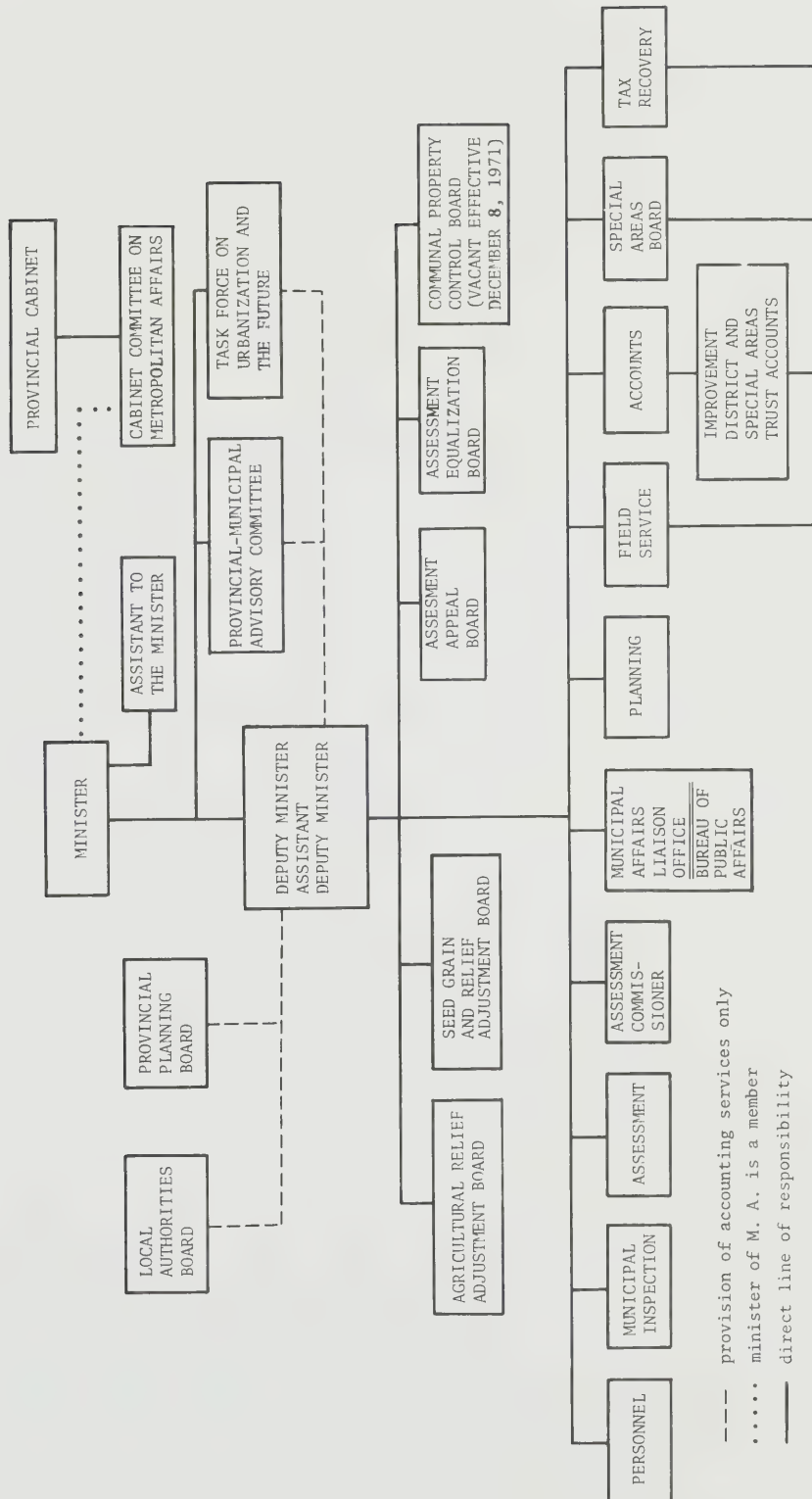
3.2 The Department of Municipal Affairs

In terms of this Department's involvement in land use planning three major categories can be delimited:

- political committees;
- an administrative branch including a task force, and
- an appeal function.

As far as the City is concerned it is this latter category - the appeal process - which has the most important potential impact.

(See Figure 8 for Organization Chart of the Department of Municipal Affairs).



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FIGURE 8 ORGANIZATION CHART OF THE DEPARTMENT OF MUNICIPAL AFFAIRS OF ALBERTA

3.2.1 Cabinet Committee on Metropolitan Affairs

The Committee is chaired by the Minister of Municipal Affairs and advises the Cabinet on matters relating to Municipal Affairs. Presently, the Committee is examining the problems of urban transit.

3.2.2 Provincial-Municipal Advisory Committee

This Committee meets approximately four times a year, as decided by the Minister of Municipal Affairs who is the Chairman.

The Committee is composed of five members:

- two from the Alberta Association of Municipal Districts and Counties;
- two from the Alberta Urban Municipalities Association;
- the Minister of Municipal Affairs.

The Committee advises the government on matters pertaining to Municipal Affairs which any member wishes to have discussed.

3.2.3 The Provincial Planning Branch

The work of this Branch is directed to those areas outside the seven Regional Planning Commissions and the cities of Edmonton and Calgary, consequently while it appears to bear some relation to land use in the City, in fact, it has no impact whatsoever.

3.2.4 Assessment Branch

The basic responsibilities of this Branch are directed to those areas outside the two principal cities where assessment services are provided upon request, and where the Province absorbs 25 percent of the cost. However, this Branch will make staff available to the City Assessment Department upon request and for a fee.

3.2.5 Task Force on Urbanization and the Future

This is almost a "one man" operation with a back-up staff of two.

The Task Force reports directly to the Minister of Municipal Affairs on matters pertaining to planning research with the Province. It has also established a Land Use Forum, encouraging public participation, and advising the government on rural land use.

3.2.6 The Local Authorities Board

This is a small Board consisting of three members whose principal function is to decide on matters of annexation and the "separation" of land. It holds public hearings and renders decisions. The role of the Local Authorities Board in matters of annexation regarding Calgary would most likely be bypassed in the future in favour of a presentation, before the Cabinet, although no trend can yet be said to have been established.

3.2.7 Alberta Assessment Appeal Board

This is an independent Board which hears appeals from:

- decisions made by a Court of Revision in a municipality in respect of a land and improvement assessment, a business tax assessment or a local improvement assessment;
- a municipality in respect of an equalization assessment established by Order of the Alberta Assessment Equalization Board;
- any assessment made by the land Provincial Assessor under authority of The Electric Power and Pipe Line Assessment Act;
- the authority of The Irrigation Act; and an appeal filed in respect of an assessment made under authority of The Mineral Taxation Act.

3.2.8 The Provincial Planning Board

(See Table 13 for membership)

The Provincial Planning Board is the highest planning authority in the province. As an appeal board its decisions are final and binding, subject to reversal only by the Supreme Court of Alberta in matters related to jurisdiction and law.

Members are representative of various provincial departments affected by the planning process.

The Board must approve all zoning amendments and is the final approving authority of subdivision applications and zoning and development control appeals.

There are five standing committees - first established in 1971 - as a means of alleviating the work load. They are named:

- Waiver
- Reserve
- Mapping
- Finance, and
- Rural Plan

Table 13 Members of the Provincial Planning Board

-
- Deputy Minister
Municipal Affairs Department
 - Assistant Deputy Minister
Municipal Affairs Department
 - Provincial Planning Director
Municipal Affairs Department
 - Director of Technical Division
Lands & Forests Department
 - Supervisor of Special Land Uses
Lands & Forests Department
 - Director of School Administration
Department of Education
 - Head of Horticulture Branch
Department of Agriculture
 - Chief Engineer of Water Resources Branch
Department of Agriculture
 - Chief Engineer
Highways and Transport Department
 - Director of Surveys
Highways and Transport Department
 - Surveyor to the Edmonton Land Titles Office
Department of the Attorney-General
-

4 Federal

At the present time no Federal Department plays a major role in influencing urban development and land use planning in Calgary. However, because of their respective responsibilities, various departments which own land in the metropolitan area have an impact on land use planning.

They are listed without further description:

- Department of Public Works
- Department of National Defence
- Ministry of Transport

B Urban transportation

The Calgary General Plan refers to the Urban Evaluation System which will become an effective, coordinated long range approach to transportation requirements. It will provide the means to integrate, extend and manage various separate long range planning programs in order to evaluate the costs and impacts of proposals quickly and economically.

The increasing scale of investments required to move people in cities and the need to provide financial help to municipalities for all forms of urban transportation will necessitate a reassessment of funding for this aspect of urban development. In the most recent provincial budget for Alberta a move in this direction has been taken with the creation of a fund of \$15 million directed towards the development of a rapid transit system for the two principal cities of the Province. This change corresponds to the shift that has occurred in Calgary concerning the need to reassess the potential types of transportation which might be utilized for the future growth of the City.

It is fundamental to relate transportation needs, routings and thoroughfare design to the type of city that the Planning Department is attempting to create. The danger, on the basis of past experience, is that the transportation system will decide, at great expense to the environment, the type of life the majority of citizens in an urban centre will lead. To avoid unnecessary public expenditures, decisions on the type of overall transportation network must be made sufficiently far ahead and related to land use and other environment factors.

The Calgary Transportation Study (CALTS) published in December 1967 forecasted the growth of vehicular traffic and travel demands to a population of approximately 750,000 people by 1980.

The General Plan, published in May, 1973, recognized the following basic principles for a transportation system:

1. A comprehensive thoroughfare system designed to supply mobility to people and goods into and throughout Calgary.
2. A transit system designed to maximize service to the existing and future population.

1 Municipal

In the City of Calgary all aspects of urban transportation fall under the Transportation Department (See Part I, Section 3.3.3.4 for general structure and Figure 9 for Organizational Chart) under the Commissioners of Utilities and Services and the Planning Department (See Part I, Section 3.3.3.3 and Part II, Section 1.1.2).

The goal has recently been towards the creation of a more "balanced" urban transportation system bringing together freeways, ordinary roadways and a rapid transit system in a way that will meet the transportation needs of all citizens without exceeding the financial means of the City or of interfering with other priorities, such as clean air, land for recreation, etc.

1.1 Transportation Planning Branch

(For Organizational Chart of the Transportation Department, See Figure 9).

Under the Transportation Department various functions such as Calgary Transit, Traffic Operations, Bus Maintenance, Passenger Services, etc., are carried out. For the purposes of this study the operative branch is Transportation Planning which was responsible for presenting a new transportation study, "The Balanced Transportation Concept" that was approved by Council early in 1974, establishing the broad principles upon which transportation development is to proceed in the City for the future. Any specific proposals which seek to implement these principles must be referred back to Council for approval.

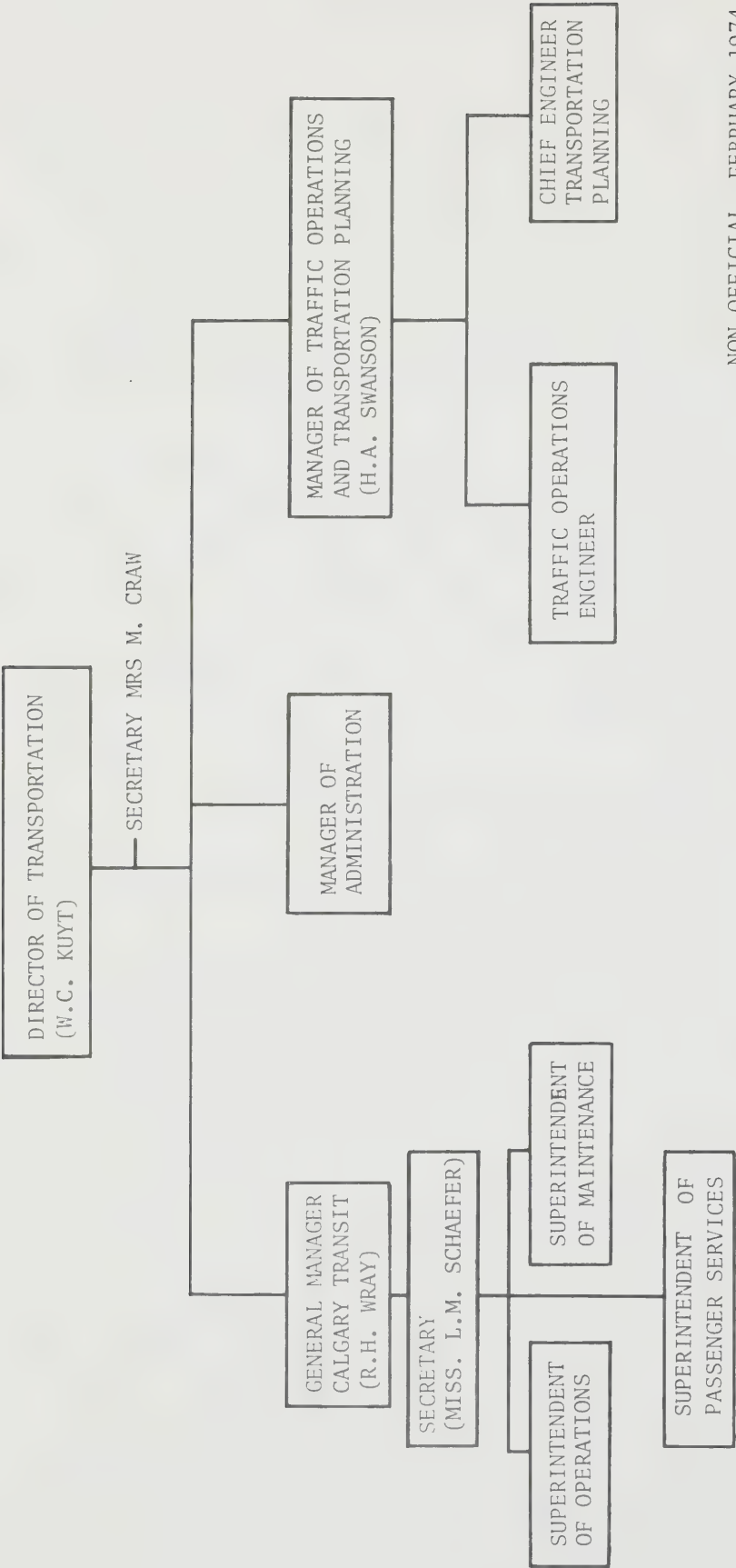


FIGURE 9 ORGANIZATION CHART OF THE TRANSPORTATION DEPARTMENT, CITY OF CALGARY

NON-OFFICIAL FEBRUARY 1974

In fact this proposal was the product of work between several branches in the Department of Transportation including Planning and Design; it represented an attempt to forge long term proposals for a rapid transit system while at the same time creating a new structure for autoroutes and updating the Transportation Model of the Planning Department.

The objectives of the Transportation Planning Branch are to provide a planning service which will result in the provision of transportation facilities adequate for the present and future travel needs of the citizens of Calgary.

In the last half of March, 1974, the Provincial Budget announced that both Calgary and Edmonton would receive a grant of \$15 million in aid of developing a rapid transit system. While details of both allotments of funds - whether they will be ongoing or not - have yet to be disclosed, (March 26) the Transportation Department appears to be moving in the direction of using these funds for updating the present system through increased usage of the dial-a-bus and express systems. This Department estimates that a fund ten times the size of the Provincial government's proposal would be necessary for any serious work to begin on a rapid transit system.

The program includes:

- management and administrative functions, staff training and various routine projects not covered by other programs;
- mass transportation research and planning;
- short range transit planning;
- CALTS update;
- transportation improvement planning;
- special traffic studies;
- functional studies of various thoroughfares;
- rapid transit functional studies.

An increase in demand by the general public to participate in the planning process has increased the frequency of community meetings and has created a greater awareness of the various transportation alternatives, and their social and economic costs, by the City and its citizens.

1.2 Calgary Transit System

The Calgary Transit System is a division of the Transportation Department and is subdivided into several branches (See Organizational Chart, Figure 9) which are concerned with various aspects of bus transportation. In Calgary, for example, they maintain and purchase equipment and generally provide adequate and efficient bus service for the City of Calgary.

2 Regional

2.1 The Calgary Regional Planning Commission

(For general information and structure, see Part II, Section 2 under Land Use).

The Calgary Regional Planning Commission acts as a coordinator for regional transportation systems. The only Committee which has been allotted the specific task of transportation recommendations is the Secondary Road Committee.

2.2 The Secondary Road Committee

(See Part II, Section 2.2.3.3 for membership and general structure and responsibilities).

While this Committee is responsible for recommending proposals to the Commission on matters of highways, secondary roads, airports, pipelines, powerlines, etc., the frequency of the meetings - this Committee meets only twice a year - aptly indicates the relative importance of this subject area in the overall scheme of the Commission's priorities. In short, the existing transportation structure within the region - outside the boundaries of the City of Calgary - is generally considered as adequate in meeting the transportation needs of the present and near future. This Committee was responsible for defining the broad principles which set the basis for the transportation section of the Preliminary Regional Plan.

The representation on this Committee includes three members from the Provincial Government and three from the Calgary City Council, as well as a Technical representative from City Planning and City Traffic.

In matters falling within the jurisdiction of the Commission, the Calgary Regional Planning Commission has complete authority. Coordination of policy between the City, the region and the Province is normally assured through an unstructural ad hoc system of relationships between the interested parties rather than through the formal committee system.

3 Provincial

There appears to be only a tenuous link between transportation planning and development at the City level and that of the Province. The Provincial Department of highways and Transportation is now in the process of initiating a new approach of financial assistance for publicly operated urban transportation systems, patterned after Ontario's "People-First Plan" for public transit.

3.1 The Department of Highways and Transport

(See Figure 10 for Organizational Chart)

The Provincial Transportation Act (See The City Transportation Act, 1970, R.S.A. C. 47) which establishes the broad outlines for provincial response to transportation problems and needs is not precise with regard to the relationship of the Province to either of the principal cities. While the Act does not exclude the provincial operation of a transit system, the existing operational policies have excluded this for the moment.

The Department however appropriated \$16 million in 1973, and an estimated \$18 million for 1974 for urban transit.

This is divided between the ten urban centres of the Province with the allocation reflecting population distribution: in 1973,

- Calgary received \$6.5 million
- Edmonton received \$6.5 million
- The 8 smaller cities \$3 million



OFFICIAL 1974

FIGURE 10 ORGANIZATION CHART OF THE DEPARTMENT OF HIGHWAYS AND TRANSPORT OF ALBERTA

In Calgary, the \$6.5 million was divided into two general purposes:

- \$2 million was granted with no stipulation as to how it should be deployed. In fact, the City has experimented with special bus lanes and roadway work.
- The remaining \$4.5 million was earmarked on a 75% basis with the City matching 25% for planning and developing connecting roads or any route with arterial value.

3.2 The Planning Branch

The Branch has tenuous links with the City and the Calgary Regional Planning Commission although some input has been provided for the CALTS study.

From this Branch, the Chief Planning Engineer and the Urban Streets Engineer carry out ongoing discussions at the City and Regional level in order to coordinate transportation policies.

4 Federal

No Federal Department at the present time is involved with transportation in the City of Calgary, although the Ministry of Transport is responsible for maintaining and operating the Calgary International Airport.

Appendix A summary of the principal features of the
Calgary General Plan (Source: General Plan,
City of Calgary).

The General Plan

The Province of Alberta Planning Act provides, under Sections 94-99, that a Municipal Council may prepare a general plan "deciding the manner in which the future development or re-development of the Municipality may best be organized and carried out, having regard to considerations of orderliness, economy and convenience". The Plan "shall be prepared on the basis of surveys and studies of land use, population growth, the economic base of the Municipality, its transportation and communication needs, public services, social services, and such other factors as are relevant to the preparation of a general plan".

The first General plan was prepared for Calgary in April 1914, entitled: "Calgary: A preliminary scheme for controlling the economic growth of the City" by Thomas H. Mawson and Sons, City Planning Experts of London, Lancaster, Vancouver and New York.

The Mawson Plan envisaged an urban centre of never more than 50,000 people, and while aspects of the year 1914 raised issues which are relevant today, a plan was needed which would come closer to the needs of an urban centre whose growth could reach close to one million inhabitants by the year 2,000.

The updating of the General Plan permitted a review and reassessment of the City as well as meeting the stipulation of The Planning Act that a Plan be reviewed by Council every five years.

Council resolved to revise the General Plan in 1970. Since that time a number of the original objectives have been met and the Planning Advisory Committee and the Planning Department were given the responsibility of reviewing the original plan and recommending revisions necessary to bring it up to date.

The procedure for the approval of the General Plan follows an established pattern:

- the General Plan is described by the Department of Planning and discussed in the Standing Policy Committee on Operations and Development;
- the General Plan is sent to the Planning Advisory Committee for discussion, consultation and public hearings at which time the public are invited to attend and participate in the discussions and their contributions are incorporated into the main body of the report;
- the General Plan is then sent to Council for first reading;
- it is then referred to the Calgary Planning Commission for examination or to the Development Officer;
- finally, it is referred back to Council for approval.

The final draft of the present General Plan entitled: "The Calgary Plan" was presented by the City of Calgary Planning Department in May, 1973. The following list represents those chapters which now have been approved and which form part of "The Calgary Plan":

- 1 The Calgary Region
- 2 Urban Growth
- 3 Transportation
- 4 Residential Development
- 5 Parks / Recreation

- 6 Public Service Facilities
- 7 Commercial Development
- 8 Industrial Development
- 9 Airport Development
- 10 Inner City
- 11 Flood Management
- 12 Information Systems
- 13 Financing the Plan
- 14 Implementation Techniques

The Calgary Plan is Council's official statement establishing major policies for future growth and development in Edmonton.

Legal Status of the General Plan

Planning in Alberta falls under the jurisdiction of The Planning Act (Section 94) which outlines the legal status of the General Plan.

The Plan must be adopted by by-law if it is to effectively perform its intended function. Section 96.1 of The Planning Act makes provision for the adoption of the Plan by Council.

After the General Plan is adopted, City Council may exercise development control within any areas of land included in the Plan, but must enact a zoning by-law for all areas covered in the General Plan in which development control is not exercised (Section 98 a.b.). However, no zoning by-law has yet been adopted by Calgary. A Development Control By-Law performs much the same functions.

The Council shall further completely review the General Plan every five years after its adoption and may by by-law amend the Plan (Section 97).

When a Council adopts the Plan, it must do so in its entirety including all its maps and documents, and any inconsistency between the General Plan and the Regional Plan must be corrected (Section 79 b.).

The Enactment of the General Plan By-Law involves the submission of the Plan, amendments and By-Laws to the City's Development Office, which shall immediately advise Council with respect to the content of the By-Law and its uniformity with the Planning Act (Section 13 d.). The City must officially advertise the Plan, hold public hearings concerning it and provide copies at a reasonable cost for the use of the general public. Council may amend or repeal the General Plan By-Law (Section 134.1).

The Plan's objectives, principles and standards, which are established to guide further development, are, together, the City's official policy.

Instruments of Implementation

(a) The General Plan By-Law

Provincial legislation permits Council to adopt a General Plan as a guide for future urban growth. The adoption of such a By-Law is essential to give formal status and recognition to Council's role in directing the development of the City. The General Plan By-Law has two broad functions.

Firstly, it conveys a concept of the physical form of the future City.

Secondly, it outlines the pertinent objectives, policies and programmes of City Council by which this concept may be achieved. The By-Law sets out the City's broad, long-term plan of development. It does not govern particular sites directly, but rather expresses Council's intentions.

Once a General Plan is published, extensive discussion and revision of the document is undertaken by the Municipal Planning Commission, City officials - especially in the Planning Department - businessmen and interested citizens prior to the Plan's presentation to City Council. At the same time, a General Plan By-Law is prepared to enable the adoption by City Council of the entire General Plan document with any amendments to be contained in adopted appendices. The first step entails detailed discussions of the Plan by City Council after which the General Plan with amendments may be formally adopted by By-Law. The purpose of the By-Law is to describe the manner in which the future development and re-development of the City may best be organized and carried out, having regard to considerations of orderliness, economy, convenience and the goals of the community so as to achieve a functional and pleasant environment for the citizens of Calgary.

(b) Design Briefs

There are three different kinds of Design Briefs:

- for new areas;
- for older areas;
- for the suburbs

Each one attempts to establish the basic framework upon which development will take place and identify the City's requirements for the area together with cost implications and alternatives, in order that consistent and coordinated development may take place in accordance with requirements of the General Plan.

(c) Development Control By-Law

The Development Control By-Law performs much the same functions as a Zoning By-Law in that it is an immediate set of regulations

designed to cope with development problems of the present and to protect the land that will be developed in the future. It offers property owners assurance of what they can do with their property and what may happen on their neighbours' properties. Through Calgary's Development Control By-Law flexible land use control system has been established by which the community is divided into areas for the purpose of regulating the use of land and buildings, the height and bulk of structures, the proportion of the lot that may be covered by them and the density of population that they may house.

The enactment of the Control By-Law and its subsequent administration are the legislative and administrative processes for carrying out the land use provisions of the Plan. Provisions for zoning and development control for areas covered by the General Plan are included in The Planning Act (Section 99 a.b.).

"When a general plan is adopted, the Council
 a) may continue to exercise development control over all or part of the land included in the general plan, and
 b) shall as soon as possible thereafter proceed with the enactment of a zoning by-law to include those areas of land within the general plan in respects of which development control is not exercised".

The Planning Act also provides development control procedures, to guide growth during the interim period when the Plan and the Zoning By-Law are being prepared, and zoning caveats to provide land use control in lieu of any other land use control. A Zoning By-Law is presently being discussed and should be prepared by the summer of 1974, although there is some question as to whether it will succeed in replacing the present Development Control By-Law.

(d) Land Subdivision Control

The process of land subdivision review and approval is a major tool for the accomplishment of Calgary's General Plan. Every time a new land subdivision with its streets, blocks, lots and open spaces is laid out, a piece of City development and planning has been achieved. Subdivision regulations set forth the policy and standards which govern the division of large parcels of land into smaller parcels. Subdivision controls set forth the community's policies regarding the acquisition of sites for public uses, paving streets, street and lane widths and development standards, etc.

The control over subdivision as outlined in the Subdivision and Transfer Regulations in The Planning Act enable roads and parcels of land to be laid out in a desirable pattern in accordance with the Plan and Zoning By-Law. An important part of the implementation of the General Plan is the preparation of detailed, comprehensive development plans for new subdivisions and replot areas. These plans enable detailed subdivision layout and zoning to be adopted as part of the Plan.

(e) Financing the Plan

The coordination of the long range planning activities of individual City departments involved in a number of separate - and perhaps conflicting - programs, should be facilitated through the utilization of the planning-programming-budgeting system (PPBS) which was fully adopted by Calgary on January 1, 1973.

This budgeting system integrates existing capital and current budgets to provide a means of ascertaining the full cost of undertaking defined programs. In essence program budgeting is a management system, one which takes full recognition of the

environment in which the budget is prepared; the elements of policy, operation and implementation indicate and determine what shall be done within the City. These are expressed as specific objectives and criteria in what is referred to as the "systems analysis phase":

- (i) technical definition of the problem;
- (ii) definition of information required to analyze the problem;
- (iii) detailed analysis of the problem;
- (iv) development of alternatives, and
- (v) estimation of the implications of the alternatives.

All of which leads to a recommendation to the final decision maker. The ultimate goal of the process is to establish a comprehensive and integrated budget reflecting the accomplishment of a set of plans which are consistent with the financial capabilities of the City.

Programs can no longer be considered separately, and synonymous with the functions of individual departments, but must be considered in terms of their local impact upon the City.

The General Plan outlines the expenditures proposed by the following public bodies:

- i) The City of Calgary
- ii) Calgary Public and Separate School Boards
- iii) Calgary General Hospital
- iv) Calgary Auxiliary Hospitals Board
- v) Metro Calgary and Rural General Hospital

District No. 93.

These expenditures, unless otherwise noted, cover the period January 1, 1973 to December 31, 1977.

Total expenditures by the City of Calgary contemplated under this plan are summarized in terms of twenty-four major program categories contained in the 1973-1977 program budget. The

twenty-four categories represent summaries of individual five year programs.

Details on individual programs within the categories are available from the City of Calgary budget.

(f) Outline Plans

The General Plan contains a vast array of objectives and principles concerned with the manner in which the City should develop or redevelop. Needless to say, many different implementation techniques are both necessary and essential to translate the broad policies of the General Plan into forms useable on a short-term basis.

Basically, an outline plan is a very broad land use and transportation plan which establishes the distribution of major uses throughout an expansion area with the fundamental objective of providing a framework upon which detailed subdivision plans may be based.

Such a plan, thus, ensures that major uses such as schools, shopping centres, arterial roadways, etc., are located in an orderly and economic manner and in a manner consistent with the needs of the neighbourhood, district and City. An outline plan, therefore, is simply a translation of the broad policies contained within the General Plan to a more refined and intimate scale and provides a most important link between the General Plan and detailed subdivisions.

List of documents

The following is a list of documents used in this study of the Political and Administrative Structures of the Calgary Metropolitan Area. Several documents were provided on a temporary basis and have been returned to the lending libraries or agencies. The remainder are now deposited in the departmental library of the Ministry of State for Urban Affairs.

A City of Calgary

- 1 The Protection of Calgary International Airport:
A land use policy, Planning Department, 1971.
- 2 Vacant industrial land inventory; Research Report
No. 10, Planning Department, 1971, 1973.
- 3 The Downtown Pedestrian; Planning Department, 1970.
- 4 Dalhousie Design Brief; Planning Department, 1972.
- 5 Bonavista Design Brief; Planning Department, 1973.
- 6 The Design and Processing of Subdivisions in Calgary,
Planning Department.
- 7 List of Publications, Planning Department, 1973.
- 8 Residential Land Survey; Research Report 11b;
Planning Department, 1973.
- 9 A balanced transportation concept for the City
of Calgary, Transportation Department, 1973.
- 10 Program Budget, 1973-1977, 3 volumes; also 1974-1978.
- 11 Commissioner's Report, Program Budget, 1973-1977.
- 12 Metropolitan Calgary; Population Projections 1970-1991.
- 13 Preliminary Regional Plan, Calgary Regional Planning
Commission, 1971.
- 14 Calgary Transportation Study (CALTS), Transportation
Department, December, 1967.
- 15 Municipal Manual, Calgary, 1972.
- 16 The Calgary Plan.

B Province of Alberta

1) General

- 17 Regional Rural Road Study; Volume 2: Plan and Program; Edmonton Regional Planning Commission and member communities in co-operation with the Government of the Province of Alberta.

2) Task Force on Urbanisation and the Future

- 18 Progress report, 1973.
- 19 Index of Urban and Regional Studies, Province of Alberta, 1950-1973, Issue No. 2, 1973.
- 20 The Role of Regional Planning, 1971.
- 21 Choices for Metropolitan Growth, 1972.
- 22 Issues in Local Government.
- 23 Task Committee Reports, 1972.

3) Department of Municipal Affairs

- 24 Municipal Statistics, including Improvement Districts and Special Areas, 1971.
- 25 Annual Report, Department of Municipal Affairs, 1972.

C Statutes and By-Laws

- 26 The Municipal Government Act, 1970 R.S.A., C. 246.
- 27 The Municipal Government Amendment Act, 1973 S.A., C.40.
- 28 The Municipal Election Act, 1970 R.S.A., C. 245.
- 29 The Local Authorities Board Act, 1970 R.S.A., C. 218.
- 30 The Planning Act, 1970 R.S.A., C. 276.
- 31 Regulations pursuant to the Planning Act.
- 32 The City Transportation Act, 1970 R.S.A., C.47.
- 33 By-laws of particular interest to the City Engineering Department of the City of Calgary.
- 34 The Development Control By-law; Rules Respecting the Use of Land; Land Use Classification Guide and a Schedule of Permitted Land Uses, City of Calgary, 1973.
- 35 By-law to Define the Duties and Powers of the Commissioners of the City of Calgary, 1968.
- 36 By-law to Fix and Levy the date for Taxes to be collected for the year 1973.

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